S. Hrg. 98—165

OVERSIGHT OF VOCATIONAL EDUCATION, 1983

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

FIRST SESSION

ON

EXAMINATION OF THE FEDERAL ROLE IN FUTURE REAUTHORIZATIONS OF VOCATIONAL EDUCATION

FEBRUARY 23, 24; MARCH 2 AND 3, 1983

Printed for the use of the Committee on Labor and Human Resources

U.S. GOVERNMENT PRINTING OFFICE
20-777 O WASHINGTON : 1983

S541-28

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OVERSIGHT OF VOCATIONAL EDUCATION, 1983

WEDNESDAY, FEBRUARY 23, 1983

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:05 a.m., in room SD-430, Dirksen Senate Office Building, Senator Claiborne Pell presiding pro tempore.

Present: Senators Stafford, Kennedy, and Pell.

Staff present: Polly L. Gault and Bruce S. Post, majority professional staff, and David Evans, minority professional staff.

Senator **PELL**. The hearing of the Education, Arts and Humanities Subcommittee will come to order.

In the absence of our chairman, the Senator from Vermont, I am acting in his behalf in opening this hearing, and I would ask unanimous consent that there be inserted in the record as if read a statement by Senator Stafford at this point.

[The opening statement of Senator Stafford follows:]

OPENING STATEMENT OF SENATOR STAFFORD

Senator **STAFFORD**. Today, the Subcommittee on Education, Arts and Humanities begins a series of hearings which will lead to the reauthorization of the Vocational Education Act. It is difficult to understate the importance of this effort.

Vocational education has a long and distinguished history, and the Federal involvement in vocational education represents one of the most enduring education commitments the Federal Government has made. In fact, it is with some pride that this Senator notes that Senator Stanley Page of Vermont played a central role in the creation of the first Federal vocational law, the Smith-Hughes Act of 1917. I hope to follow the lead established by my predecessor, Senator Page.

Our purpose in renewing this special Federal commitment is manifold. Obviously, by doing so, Congress is recognizing the more than half-century-old contribution formal vocational education has made to American life. Simultaneously, however, we must undertake an honest appraisal of both the strengths and the weaknesses of the present Vocational Education Act.

This reexamination already has begun. In 1976, Congress, recognizing the necessity to carefully scrutinize the Federal role in vocational education, charged the National Institute of Education with the task of undertaking that appraisal. The product—the Vocational Education Study: The Final Report—has been completed and in this regard, the Chair is pleased that Dr. Henry David, project director of the study, will testify before us today.

With the completion of the study, it would be folly for all of us who are believers in vocational education—in and out of Congress—to ignore its findings. In particular, we must pay special heed to one central conclusion of that report which is: "The Vocational Education Act of 1963, as amended, attempts to accomplish too much with too few resources."

The Federal act, in other words, attempts to achieve a wide variety of objectives with only a modest investment of the means necessary to attain those goals.

These charts, which have been prepared by the subcommittee staff from information provided by the Congressional Research Service, illustrate the prominent weakness of the Vocational Education Act.

As chart 1 indicates, in fiscal year 1966 the Federal Government contributed $234 million of the $800 million spent overall on vocational education. That contribution amounted to 29 percent of total spending.

In looking at chart 2, we see that the Federal share of total spending for vocational education fell significantly to 9.4 percent. Out of $6.809 billion spent on vocational education, the Federal expenditure was $640 million.

This disparity indeed is a great contrast. With the decline in the Federal share of spending, it logically could have been expected that the number of Federal objectives would have decreased as well.

Yet, the contrary occurred. As the Federal fiscal contribution decreased, the expectations and objectives of the vocational education act actually increased.

This is an issue we must confront.

Another fiscal characteristic of present Federal practice is highlighted in chart 3. This illustration details the Federal contribution per student for the three largest Federal programs aiding elementary and secondary education: Title I of the Elementary and Secondary Education Act, Public Law 94-142, the Education of All Handicapped Children Act, and the Vocational Education Act.

In 1980-81, $2.633 billion was spent by the Federal Government to serve 5.3 million children under title I. The per student contribution, as the chart indicates, was $497.

In 1981-82, Public Law 94-142 contributed $875 million for the education of 4 million handicapped children or $219 per child.

At about the same time, in 1979-80, the Vocational Educational Act served 16.5 million students with $640 million or a contribution of only $39 per student.

These contrasts are exacerbated by these additional points. On one hand, both title I and Public Law 94-142 speak clearly to the Federal purpose of promoting access to and equity in education. They serve a well-defined group of children with certain set objectives in mind.

On the other hand, the Vocational Education Act serves a large number of students, 17.3 million at the latest count, who have numerous and varied educational interests, further diluting the effect of the Federal dollar.

The imbalance between means and objectives must be corrected if the present Vocational Education Act is to stand for a clear and demonstrable set of Federal purposes. A $39 contribution per student fails to buy much leverage, and we must concern ourselves with this reality if the act is to achieve realizable goals.

Over the next several weeks the Subcommittee on Education, Arts and Humanities will investigate certain overriding topics in vocational education in order to begin writing a new Vocational Act. At this, our first hearing, our witnesses, with Secretary Bell leading off, will discuss the broad ramifications of the Federal role in vocational education.

Tomorrow, members of the business community and the Department of Defense will assess not only the quality of occupational skills possessed by our work force but will make suggestions for greater public/private sector cooperation in vocational education.

Later, the subcommittee will investigate how the current governance structure in vocational education affects the delivery of services.

On March 3, in recognition of the Federal Government's unique capacity to promote access to and equality in education, the subcommittee will take testimony from representatives of the handicapped, the disadvantaged, women, Indians, and limited-English-speaking minorities, all groups who have yet to achieve full access and equal treatment in vocational education.

Our subsequent hearings will be more general in nature, but they, too, will be designed to identify the best means of more clearly focusing the Federal role in vocational education.

As we begin, therefore, permit me to reiterate one point.

There are many claims on the Federal vocational dollar; there are many expectations implicit in the Federal law. Unless Congress does a better job of alining purposes with resources, it is very possible that the Vocational Education Act, by attempting to be all things to all people, will end up achieving next to nothing after all.

OPENING STATEMENT OF SENATOR PELL

Senator PELL. This hearing of our subcommittee is the first of six oversight hearings on the Vocational Education Act. With this hearing, we begin the process that will culminate in the reauthorization of this act, and at this early stage, I believe it important that we set the stage and highlight some of the issues we consider to be of top priority.

First, one of our major concerns must be to assure that the Federal vocational education dollar fosters the most up-to-date education and training possible, and that means learning on the most modern equipment available with the latest methods of instruction and in programs which will lead to employment.

Second, vocational education must become more actively and deeply involved in the training and retraining of the older worker. Vocational education has a special responsibility to provide training opportunities for unemployed and dislocated workers, for displaced homemakers and for adult workers who seek to improve their skills and upgrade their employment. I have introduced legislation to address the plight of the adult worker who is suddenly without a job through no fault of his own and in need of education and training.

Third, there are certain special groups within our society that the Vocational Education Act simply must not neglect. These include women and school dropouts, the incarcerated, the handicapped, and people deficient in basic skills. Any reauthorization of the Vocational Education Act must insure that these groups are not deprived of attention and assistance, and in this regard I am working as closely as I can with the Secretary in connection with those who are incarcerated, hoping we can do something to alleviate their lack of education.

Fourth, formal classroom instruction should most definitely be supplemented by an on-the-job experience, because this gives students an invaluable understanding of what a job involves. Cooperative education is a perfect example of this principle and practice, and I would hope that we can push ahead in this path as much as possible.

Fifth, the Vocational Education Act should be specific and targeted in the problems it addresses. Criticism of the Vocational Education Act has often contended that the Federal dollar attempts to do too many things too generally, and that such a broad effort has not been adequately funded. We must try hard, therefore, to insure that the Federal dollar is used more efficiently and more effectively—a rifle, rather than a shotgun, approach.

All-in-all, the Vocational Education Act must be considered a prime example of successful Federal legislation. Over the years it has spurred an overmatch of more than 10 times the State level. The meaning of that overmatch must not be misunderstood. It should not, I would hope, be used as a reason to scale back Federal aid; rather, it should be the prime example of what good Federal legislation can accomplish in terms of encouraging and stimulating State action.

One of our primary goals should be to fashion a new Vocational Education Act that produces even greater, more intensified action at the State and local level, for if we achieve that, we will have succeeded in a dimension far beyond anything the Federal Government could do on its own.

We will now receive for the record a prepared statement of Senator Randolph, who could not be here today.

[The prepared statement of Senator Randolph follows:]

PREPARED STATEMENT OF SENATOR RANDOLPH

Senator **RANDOLPH**. Today, the Senate Subcommittee on Education begins a series of public hearings on the reauthorization of the Vocation Education Act.

It has been said that: "No area of education is more complex, and none has changed as greatly as vocational education in the past two decades."

It may be that during this reauthorization process, we will seek to make minor changes or shifts in policy with regard to vocational education. But I do not anticipate, nor would I support, any drastic changes with regard to VEA's traditional, or historic role that it has come to play in serving national needs.

It is not only critical that we continue adequate funding of VEA programs, but that we seek to preserve other sources of Federal funding—such as "Appalachian Regional," "Economic Development," "Tennessee Valley Authority" and "Rural Development" funds—the total loss of which would have a devastating effect on the services and activities that have made it possible for vocational education to keep abreast of the changing workplace. I know that this has been particularly true in the State of West Virginia.

In fiscal year 1982, there were more than 150,000 West Virginians enrolled in programs of vocational and adult education, the job placement rate for these students was approximately 88 percent last year.

We can, in this reauthorization effort, improve and enhance vocational education without an attempt to impose the "New Federalism" approach that would combine it with adult education into a block grant, while simultaneously reducing the funding for both to a mere $500 million.

Vocational education already has the delivery system it needs in place to accomplish the training of our Nation's work force. It can and will play an important role in the revitalization or our business and industry—where and as needed.

Modifications in the VEA programs can be made to make it less prescriptive on the States, giving them more flexibility. We need to focus also on the older, or middle-aged workers who are now finding themselves unemployed, lacking skills that provide opportunities for them to succeed in today's changing job market.

All of us have read, or heard about, various reports and so-called in-depth studies that indicate that vocational education is a failure. We are told that the programs do not train students in jobs which are in high demand, or that there is not enough on-the-job training done in conjunction with classroom instruction.

Despite the fact that not every single vocational education student who completes the program is immediately and effectively placed in local private-sector jobs, does not mean that vocational education as a whole is not working. What such reports are saying is that insufficient funds are the cause of some failures, and that this lack of proper funding has never allowed States and institutions to design programs, obtain equipment, and establish appropriate links with the business industrial community to do the job properly.

Vocational education—a proven, effective program for training youths and adults—is so very popular with the general public that State legislatures appropriate 10 times more of their own dollars to support it, than the Federal Government—currently or in the past— has ever appropriated. Yet the strong public support for VEA has not resulted in commensurate Federal support. In fact, it has resulted in decreased funding.

The current administration says that the Federal contribution to vocational education is such a small portion of the total funding available, that it becomes unimportant and if withdrawn, could and would be made up by the State and local governments.

I have served in the Congress for nearly 50 years—nearly 25 of those years have been spent with the Subcommittee on Education, and in all those years I have never heard of such so-called logic. It's pure nonsense. The very fact that should insure Federal funding—State and local self-help and maintenance of effort—so highly prized by the Federal Government—results not in rewards for vocational education, but in punitive action.

Our country's greatest need is to insure economic growth—and we can do that using training and education as our basic foundation just as we always have. Such investments of taxpayer dollars will yield productivity and progress if channeled properly—and the appropriate vehicle for those investments is the Vocational Education Act.

Building bridges between schools and business and industry nationwide has long been the product of vocational education, and it will continue to be so. By maintaining our commitment to the VEA we are creating national understanding of the need for a well-educated work force. Building such partnerships among parents, communities, businesses, labor, education, and government is nothing new to vocational education advocates. What is new, and therefore incomprehensible, is the desire on the part of a new administration in Washington to de-fund and phase out vocational education entirely.

I have confidence that as the subcommittee proceeds to develop amendments to the Vocational Education Act, the final product will continue to focus on the significant national needs of the unemployed, the underemployed in these times of crisis. But I am also confident that it will continue to serve the training needs of both youths and adults in the traditional manner, with emphasis of existing as well as newly emerging job markets—always with a view toward removing real, as well as artificial employment barriers that often confront them.

I look forward to working with my colleagues on the Education Subcommittee as we proceed with our work to reauthorize the Vocational Education Act.

Senator **Pell**. I am very glad indeed to welcome Secretary Bell, who has been with this committee in one way or another for a good many years. Welcome back again.

STATEMENT OF HON. TERREL H. BELL, SECRETARY, DEPARTMENT OF EDUCATION, ACCOMPANIED BY DR. ROBERT M. WORTHINGTON, ASSISTANT SECRETARY FOR VOCATIONAL AND ADULT EDUCATION, U.S. DEPARTMENT OF EDUCATION

Secretary **Bell**. Thank you, Mr. Chairman. It is a pleasure to be here, and with your permission, I will just make a few comments about my opening statement and submit it for the record. I think we can save your time and the time of others. If that is agreeable, I will do that, rather than read my statement.

Senator **Pell**. Right. Thank you very much.

Secretary **Bell**. As you know, Mr. Chairman, the administration a year ago proposed a new Federal Vocational Education Act as part of a consolidation with adult basic education, and I would like to just comment briefly about the rationale for that legislation and the approach that the administration has taken for new legislation in this area.

We would like to see more weight in the formula for older student populations, because that is where the unemployment is and we believe that is where the unemployment is going to remain for some time. Also we would like to include direct counts of unemployed in the formula.

We will propose a 30-percent set-aside in the proposed block grant for strengthening State education agencies and local education agencies. We will also propose a 30-percent set-aside for economic development to meet new job demands, and then a 13-percent set-aside for adult basic education in the consolidation package. That is about the proportion now that we have between the two. The purpose is to provide flexibility so that the States can utilize this money in a way that it can be easily harmonized with State legislation and with State appropriations, while at the same time concentrating on some broad national priority concerns.

Our proposed legislation requires an annual use report, and from that we would be able to come back to this committee and give you information about how Federal money is being utilized and respond in ways that would recognize the oversight responsibilities of the committee.

Our proposed legislation reflects what the administration believes to be the Federal role in vocational and adult education. In the context of that and the comments on it, I would emphasize that we believe keenly that education is primarily a State responsibility, but we would also emphasize that it is a national concern, and we believe that the emphasis of Federal money ought to be on what we call capacity building. By that I mean that the Federal role should be one of enhancing the capacity of the States and the local institutions to meet their responsibilities, under the belief that education is primarily a State and local responsibility. At the same time we would not ignore the fact that vocational and adult education are also national concerns.

Our effort would be to make it possible to harmonize the use of Federal money in the best way with State and local efforts. This is always a problem, since we deal with 50 different States, 50 different sets of State laws, and 50 different State legislatures meeting now annually and appropriating money, and they are putting up categorical aid in one way or another. It is the old problem that we are all familiar with of trying to fashion one Federal shoe to fit 50 different State feet in our State and local partnership relationships in education.

We want to be careful in our capacity-building effort to enhance the capacity of the State and local education agencies to meet their responsibilities. We do not want to supplant what is theirs, but we want to supplement and enhance their capacity for meeting the needs, the job preparation needs for the people of the country.

So the strategy is to strengthen State and local capacity, to provide a broader flexibility than we have had, and to provide more adaptability for these programs.

We see a leadership responsibility as part of this Federal role. We think the Federal Government should be convening meetings and conducting seminars, gathering data and providing information to all those who are responsible about the condition and the needs and the emerging changes in vocational education, and we think we ought to have a heavy research and demonstration component, and that we ought to be disseminating across State boundaries and nationwide what are the best practices in education.

So those, very briefly, Mr. Chairman, are the broad provisions of the proposed legislation. I would emphasize that the bill that we have tries to reflect our emphasis upon State and local responsibility but does not back away from what we consider to be a Federal concern.

I have with me, Mr. Chairman, Dr. Robert M. Worthington, who is Assistant Secretary for Vocational and Adult Education. He has been in education for a number of years, has been State director of vocational education in New Jersey, and is a veteran career professional in vocational and adult education. I am pleased to have him here.

With those opening comments, I would be happy to respond to questions.

Senator PELL. Thank you very much, Mr. Secretary. As we said earlier, your statement will be considered in full in the record. I appreciate the way you abbreviated it.

I have, I guess, several questions, but the most basic one is that in this time of economic uncertainty and high unemployment, how does one justify what amounts to a reduction of almost 50 percent—44 percent in adult and vocational education funding? It seems to me that we ought to be going almost in the opposite direction.

Secretary BELL. As I respond to that question—and I am hearing that question often, as you might imagine, right now—I would like to describe the problems that we wrestled with in putting this budget together. As you know, Mr. Chairman, this is a joint endeavor as we work with OMB and with other key policymakers in the White House.

Our emphasis in putting the total Government's budget together that relates to employment—and I would like to discuss our budget in context with all of that—our emphasis has been to try to help the unemployed now versus helping those who also need help, admittedly, but if we need a priority, to try to help the unemployed during these emergency times.

We took into consideration a number of things as we brought our budget together. First of all, in the negotiations with OMB, I ended up with a $13.2 billion budget allowance, so that was the money, Mr. Chairman, that I had to spread, and I would say that was not bad, and you can see that we had some agreements on spending more money on education than we had the previous year. In fact, we started out discussing a $9 billion allowance, and so I felt pretty good about getting it up to $13.2 billion.

Senator PELL. In bringing it up to that $13 billion—I do not mean to inquire improperly into executive privilege, but was this ever raised at the Cabinet level?

Secretary BELL. Yes, it was.

Senator PELL. That is one of the very real reasons why I hope your job is never abolished, because it would not be able to be raised at that level in that case.

Secretary **Bell**. I had better not launch into that. [Laughter.]

Senator **Pell**. Understood.

Secretary **Bell**. I would say that I would presume that if it were a Secretary of HEW or some other Cabinet official, that person would be representing that point of view, as I had the opportunity to do, Mr. Chairman.

Senator **Pell**. Right.

Secretary **Bell**. In looking at that budget—and I am giving you a long-winded answer, because it is really important, I think.

Senator **Pell**. I agree. It is a very tough question.

Secretary **Bell**. In looking at that budget, I had to see what I would do with $13.2 billion. Now, as you compare that with this year's $15.1 billion in total appropriation, we need to bear in mind that we think about $1 billion of that has been saved because of the reduction in the interest rates, and so we can fund the same amount of student loans and with $1 billion less. So a good comparable figure is $14.1 billion versus our $13.2 billion, so I had to see where I could take about $900 million out of my total budget.

I felt I ought to give priority to the handicapped. I felt I should give it to education for the disadvantaged, under chapter I. I just felt with what is going on now and with unemployment and so many students back in school—when there is high unemployment, there is high college enrollment—that I had to have a good strong Pell grant program, I had to have a strong college/work study program—and, incidentally, we have a 60-percent increase in our work study program.

So on a priority basis, we looked at these populations—you may disagree with it—and we wanted to fund them at about the level of where they were, and then we also had a high priority for vocational education, but as we looked at vocational education, we looked at the Job Training Partnership Act, and this was looked at not only by myself but others in the administration. We'll have an 8-percent set-aside there for State education and training agencies.

In addition to that, there is an opportunity for institutions to bid on some of these projects that will be handled, as you recall the makeup of that legislation, and we assume that if only 10 percent of them were successful in this bidding, that plus the 8-percent set-aside would bring us up in this area about to where we are now, still not wanting to cut this, but looking at all the tradeoffs that we have.

And then we were looking at the fact that we knew there would be a jobs bill coming up and that would run—we are now talking somewhere between $4 and $7 billion—and we knew with the pressures on students we needed to provide more work/study opportunities than we did.

So with a lot of reluctance and concern, we finally concluded that all the money we could find for the program this year was the $500 million, and it was because of those other priorities and the other areas in which we were putting money into vocational type programs that we provided the kind of budget that we did. Had we had a larger budget allowance, we would have been more able to provide a larger appropriation in this particular area.

Senator **Pell**. I see the miserable situation in which you find yourself in trying to spread less money around and covering more needs, really, but is one of your thoughts that the States would pick up the additional burden? You mentioned it in your testimony.

Secretary BELL. Yes.

Senator PELL. I notice in that regard in today's press reports from the New York Times that 22 States have a combined deficit of almost $6 billion, so they will be in a difficult position to pick it up.

Secretary BELL. Yes.

Senator PELL. Do you see this being picked up, or not?

Secretary BELL. I do not think it would be entirely accurate for me to describe a presumption here that all of the States are going to be able to do this, because I know that they are under a lot of fiscal pressure, just as I know you are going to be here in the Senate and in the House as you try to put a budget together with the terrible deficits we are looking at.

The probabilities of their being able to do this up at this time would be better than they are now. I say the probabilities; I do not want to presume that that would happen.

This appropriation for 1984, as you remember, Mr. Chairman, is forward funded, so it is money coming up for the fiscal year 1984-85, or for the opening of the academic year in the fall of 1984. We hope—and I would underline that I am just saying we hope—that the economy will be much more vigorous and that the State coffers may not look quite as bleak as they are now.

But I want to conclude this answer by saying that I cannot presume that they would be able to pick it up. I would just say based upon the priorities—the best I could put them together—this was the best way for it; I would emphasize, Mr. Chairman, that we know that we propose and you dispose, and you may have different priorities than that. But that was the best I could do with the budget allowance I had.

Senator PELL. I appreciate that very much because, as you know, some of us up here have some ideas in this regard, and we have introduced legislation and hopefully out of the meld we will see that we have some even more forward movement.

Another area that you and I have talked about in the past has been the paucity of activity and funding for the education and training of the incarcerated, where there is such a high percentage of those who are in jail and in prisons who have not finished high school and have had very little education. This would be a very beneficial program for the cost-benefit ratio, if nothing else, because it costs almost 2½ times what it costs to send a man to, say, Harvard University to keep him in the average penitentiary, and I was wondering what can be done through the Vocational Education Act to encourage more efforts in this regard.

Secretary BELL. Yes.

Senator PELL. I just cannot overemphasize this point that the general public does not realize. It costs far more to send a young man to jail than it does to Harvard—and I did not go to Harvard; that is why I pick it out.

Secretary BELL. I share that concern, Mr. Chairman, and we have been discussing extensively in the Department of Education what we could do to more effectively serve incarcerated potential learners in our prisons, and Dr. Worthington has been working on that and I would like, if I may, to call on him to respond to that question and describe to you what we have been doing up to this point.

Senator **Pell**. Great.

Secretary **Bell**. I want to emphasize to you that this is a high priority in my mind, and we would surely like to work with you in any way we can to improve and to beef up this area. We think it needs a lot of attention.

Dr. **Worthington**. Mr. Chairman, early in 1981 we established a Special Corrections Unit in the Office of Vocational and Adult Education. We have developed a 3-year corrections plan, and part of this plan entails an allocation of about $1 million of discretionary funds for demonstration projects to get at the education and training needs of the correctional population. We are very concerned about this.

Senator **Pell**. To answer my question specifically, is the administration going to support some formal legislation in this regard?

Dr. **Worthington**. We have not drafted formal legislation on that specifically. However, our proposal for reauthorization does include the use of vocational education funds, both State grant funds and the Secretary's discretionary funds, for corrections education. That is an option that the States would have using State funds, and an option the Secretary would have with the discretionary funds at the Federal level.

Senator **Pell**. Well, would you have any objection if the committee in its wisdom put some language in that would require spending in this regard, because I think just to leave it to the States is not all that sensible.

Dr. **Worthington**. We would certainly welcome the opportunity to talk with you about that.

Senator **Pell**. Well, you will have the opportunity and I hope you will take advantage of it.

Secretary **Bell**. I would like to emphasize that the use of Federal money for this purpose has some emphasis in our bill now, and if you move forward with the philosophy of our proposal, or if you take some of the elements of that philosophy in the legislation that the Senate moves forward, we would surely be pleased to work with you and provide any help we could on how we could do that.

If we use the block grant philosophy, then possibly the language that we have—we ought to look at it and see if it is strong enough at the present time.

Senator **Pell**. Maybe on a trial basis one could focus on the Federal institutions, which are the ones where the Federal Government could have more of an influence than in the State ones.

Secretary **Bell**. Yes. One of the points, Mr. Chairman, if I could just add this, that we have in our legislation is a fairly large set-aside for programs of national significance. It would be up to 5 percent if you approved our proposal. That would give the Assistant Secretary discretion to allocate these funds in this particular area, and even as hard-pressed as discretionary funds are, he is working in that area, and if we had more discretion, we would be doing more there.

Senator **Pell**. Thank you.

On another subject, if you set 13 percent aside for adult education in your bill, that will amount to only $65 million, as opposed to the current $95 million. In other words, you are reducing it by about a third. How would you justify this particular cut when there are such long waiting lists in State after State for this adult basic training? This is an actual program in being that is going to have to be cut off by about a third.

Secretary **Bell**. Well, as the chairman pointed out earlier, our budget is down more than a third, and then in addition to that, the philosophy of our bill—there is flexibility there in the block grant, and there is another fairly significant percentage that the State could shift over and use for adult basic education if they felt they had a bigger need there, or if they felt that because of where the State legislature was putting up their money, they were doing in one State a fairly good job with vocational money, then they could shift more than that. The 13 percent is a minimum, and they could move in this adult basic education in a stronger direction than they now have.

We are deeply concerned about adult illiteracy, and we think that relates to some of what we call structural unemployment that we are concerned about.

Senator **Pell**. Thank you very much.

The Senator from Massachusetts?

Senator **Kennedy**. Thank you very much, Mr. Chairman.

Secretary Bell, we welcome you back here to this committee.

Secretary **Bell**. Thank you.

Senator **Kennedy**. I am not sure how many times we are going to get a crack at you during the period of this session, so you will indulge us to ask about the matters of special importance today and perhaps some other areas as well.

Secretary **Bell**. Yes, sir. I would invite you to crack on things other than voc ed, if you would like to, Senator.

Senator **Kennedy**. Fine. [Laughter.]

Secretary **Bell**. Maybe I do not have to invite you.

Senator **Kennedy**. That is a pretty wide-open invitation. [Laughter.]

Secretary **Bell**. I enjoy a good exchange. Sometimes I come out on the short end, but I still enjoy it.

Senator **Kennedy**. Well, you have always been very responsive, not only here in the hearings, but also——

Secretary **Bell**. Thank you.

Senator **Kennedy**. Will you tell us what you personally requested for voc ed, yourself, before you were cut by the budget, OMB?

Secretary **Bell**. It was a larger amount than this. I would indicate, as I pointed out to the chairman before you came in, that we started discussing a budget allowance of around $9 billion, and I'm pleased that the administration and OMB supported me in increasing that. We came up with a $13.2 billion budget, and I had the problem of spreading that amount of money, Senator, among the priorities I had to meet, and I simply gave a higher priority to the handicapped and the disadvantaged and to the low-income student aide than I did to vocational education.

I know in some ways, as you have to do this, you get into a "Do you want to be shot or be hung?" question, but I just felt that, with the times as they are, we needed to fund them up at that level, and we simply did not have enough money to go higher than the $500 million we provided.

In addition to that, as I indicated earlier, we took cognizance of what is available in the Job Partnership Training Act, the set-aside there, and the fact that we were recommending a 60-percent increase in college work/study, which provides some elements of applied vocational education to college-age students.

So this was the best that we felt we could do with the allowance that we had.

Senator KENNEDY. Well, as I understand, you are operating at about—on the current services budget, extending out now to the year 1988, even though we have heard statements made within the administration, I think your Department has characterized the administration's budget proposal as coming close to the concept of freezing total spending at 1982 levels.

The fact is, when you look at the out years going to 1988, and assuming the $13.1 billion or $13.2 billion, and the current services estimates for the whole Department of Education—and I understand that to be $18 billion—this is the summary document from your own Department, which shows that it is about a 27-percent reduction over the—between now and 1988.

We can all move around with the numbers, and that is not my intention, other than to point out, I think, for the record, for the members of this committee and also for the Senate and the young students and parents, what the facts really are.

I would welcome any comment on whether you feel that that does represent an accurate projection, as far as you are concerned.

Secretary BELL. Well, our budget for this year, our appropriation for this year——

Senator KENNEDY. You are familiar with this particular page?

Secretary BELL. No, I was surprised at $18 billion, because the largest number I've seen is $15 billion, $15.1 billion.

Senator KENNEDY. On 1988, this is page 5, current services. This is from your own Department, summary document.

Secretary BELL. I will need to——

Senator KENNEDY. If you look through that, it is the President's budget request versus the current services estimate, and by the year 1988 it represents a 27-percent reduction. And I think that it is important for us to understand, that being the case, even from the administration's own request, exactly the administration's position on these items.

As I say, any additional comments you want to submit in response, we would welcome it.

Secretary BELL. I would like to say this, if I may, Senator. This year's budget of $15.1 billion was $1 billion higher than we need in that budget to fund the guaranteed student loan program. The loan program was set at Treasury bill rate plus 3½ percent, and so we are able to save about $1 billion of that and still carry out what Congress intended, so there will be a rescission up to you to reduce that.

So I would say our proposed budget for 1984 of $13.2 billion compares with a real budget, after we allow for this change in interest loan expense, of around $14.1 billion, so we are only $900 million apart from this year's appropriation. Now, I contrast that with last year, when I was up here defending a $10 billion budget, and I contrast it with the fact that we started talking about a $9 billion budget, and I would really like to give the President credit for turning OMB around and giving me the size budget allowance that was provided, because it was a priority on the part of the President that we not cut these disadvantaged and handicapped and student aide programs.

Senator KENNEDY. Well, as much as I believe in the wisdom of the OMB, I have a great deal more confidence in the educators of this country and the people who know both these programs, their strengths and their weaknesses, and have worked with us over a longer period of time, rather than, quite frankly, the I'm sure very dedicated people of OMB. I have spent a good deal of time in this town and under other administrations I used to try to go down there with them and go on over the legislative program and talk with them about what we were doing in various areas of health policy, to try to give them at least some kind of idea. I'm not convinced that their position ought to certainly hold sway, and, quite frankly, I have some concern about your own estimate in terms of the guaranteed student loan program, because that is a pretty speculatory assessment. You seem to know more about what Paul Volcker is going to do with the interest rates than he is prepared to say himself, either to the Joint Economic Committee, on which I sit, where he has testified quite frequently, and with all respect to the problems of getting inflation down, I dare say it has had as much to do with the lowering of oil and the surpluses in agriculture as it has with the economic policies. But let's move on to some other matters.

Now, we have seen in the title I programs the rescissions of $126 million. How many children will that mean who will not get served who would have been served if that money were not rescinded?

Secretary BELL. I think that will relate to—it will vary with each State. At the present time, we provide about $520 per child, so if they maintain the present level of service, it would be whatever number $521 divides into that number.

Senator KENNEDY. Well, we have seen in very significant testimony from the groups that have been strongly committed to title I—I know you are very familiar with it.

Secretary BELL. Right.

Senator KENNEDY. This committee is extremely familiar with it. I think there are probably more closets filled with studies of title I, in most instances by those who want to destroy it—I want to distinguish your position from that, clearly—and have found out that its service to people has been just extraordinary, and that continues to be the case.

I think that when we look at the consequences of the lost services for children in these communities, particularly many that are hard pressed because of economic conditions today—in Detroit, roughly 6,500 children were dropped from the title I program, 100 teachers lost, along with 273 aides, 18 administrators, the city's title I's were reduced by over 21 percent—and you could go down the list, whether it was in Indianapolis, St. Louis, or throughout the country.

Now, we have seen that even with the past reductions. Now we see the administration coming up here after we have gone through this whole process in the Congress, reached figures on title I, and the administration is still trying to effectively deal with their economic problems with a reduction by $126 million.

I ask you whether you recommended that, that they rescind $126 million in title I.

Secretary **Bell**. I did not recommend that specific reduction. I did recommend the recision on the interest rates, and we have talked, incidentally, with the new chairman, Senator Weicker, and also with the chairman on the House side, and they requested us to recalculate that interest and we have done it again. I received the numbers yesterday, and at least for this year, because we know the numbers in the formula that will drive it for this year—at least for this year. We know that we can save from $900 million to $1 billion.

Now, the Senator may be right in the outyears. I do not know what is going to drive the interest rate up, but one of the things that may drive it up is the very thing that we are talking about here, and that is excessive spending, which causes excessive borrowing, which does drive the interest rates up, so it is a tough dilemma for us.

Senator **Kennedy**. Yes, there is no question that the excessive spending, which will also include a very major and significant tax cut for the wealthiest individuals in our society for this year, a lack of the willingness of the administration even to cap that at, say, $50,000 to give an additional windfall to hundreds of thousands of the richest individuals in this—that increases the deficit—and the very substantial increases of some $40 billion as well in the military. I think we have to afford what is necessary to defend this country. I do not say, "Look, because we have an economic problem, we cannot afford to defend the country." I think we have to spend what is necessary, but I hear, quite frankly—maybe that is because I am on this committee. I have recently joined the Armed Services Committee. Maybe I will hear the same tune spoken on the other side, but I hear more frequently the size of the deficits, the spending, and then I see the cutting back, just by several millions of dollars in some, hundreds of millions of dollars in others, but of programs that are tested, tried, proven, and that have a significant impact on the quality of life and education for young people in this society.

And then I hear, quite frankly—in fact, could I have my whole statement put in the record?

Senator **Pell**. Your statement will be put in full in the record.

Senator **Kennedy**. There just cannot be a real question about the importance of investment in the minds of the young people of this society, whether we are talking about research and development or math or science or technology, or whether we're talking about broadening up our whole education system so that there is going to be a greater opportunity for those who have not participated in it to have real meaningful participation in it.

I think that is one of the tragedies in your vocational education program. This is a program I know you are familiar with. We have had a broad experience with it in my own State of Massachusetts for years. We have had very great success with it. Initially, really, the modern act was introduced under President Kennedy and passed in 1963, and it is something which I have followed very closely over the period of years, and we have attempted to broaden that out to include more in terms of women in our society, those who had limited learning skills.

In those programs, we have seen that the States have not done their share, and to think that they are going to be able to do their share against a background, as you are well familiar—the article, I guess, was in yesterday's Times, but it is something with which all of us are familiar, and that is the economic conditions in these States. The resources just are not there.

I think we really mislead the American people to think that the kinds of reductions that are going to take place, if they are successful here, are going to be made up in these other States. It just is not so, and we should understand that right from the very beginning, and I think it is something which is enormously important.

I would like, Mr. Chairman, to include at an appropriate place in my statement the article about the conditions in the respective States. You have a half a dozen or so that might be able to meet their responsibilities, but by and large the States where the greatest needs are and where I think the most successful programs are—there may be some outstanding exceptions, and I will not quibble with it—but where there is the need and where there are the most outstanding programs, the states themselves just cannot afford it, so I would like to include that.

Senator PELL. Without objection, the statement will be included in the record.

[The opening statement of Senator Kennedy follows:]

OPENING STATEMENT OF SENATOR KENNEDY

Senator KENNEDY. Let me first commend the chairman, Senator Stafford, and the ranking member, Senator Pell, for scheduling this set of hearings on the Reauthorization of the Vocational Education Act. This is an important process which we begin today and it deserves our time and attention. I would also like to take this opportunity to welcome the Secretary of Education Ted Bell to this subcommittee hearing. It has been too long since we last had a chance to discuss important education issues with the Secretary and I look forward to the opportunity to address some questions to him on vocational education and other subjects.

Our Nation has long recognized an important Federal role in promoting and improving vocational education in our public school system. Beginning in 1917 with the Smith-Hughes Act through the Vocational Education Act of 1963 and on to the 1976 vocational education amendments, the Federal role has grown and vocational education has proposed. The Reagan administration now suggests that we reverse this long trend and severely restrict the Federal Government's role in vocational education.

I do not believe that this is the time for the Federal Government to abdicate its responsibility and leadership. There is a growing mismatch between the skills of our citizens and the needs of the jobs they must fill. Technological changes have produced unemployed adults in need of new skills and employed adults in need of updated skills. Future workers will need more advanced skills and greater scientific and technological literacy. These national problems require a national effort.

The Reagan administration proposes to reverse yet another trend in vocational education. The last decade has seen the increased participation of women and minorities, the economically disadvantaged student, the limited-English proficient student and the handicapped students in vocational education. This trend is directly attributable to the efforts and leadership of the Federal Government. The Reagan administration, in the name of administrative leniency and local flexibility, seeks to change all that. But their efforts to eliminate these provisions will only reduce the effectiveness of vocational education and minimize the equality of opportunity that has been growing in the program.

The administration's proposals on vocational education are quite simply wrong. The funding will be inadequate. The approach will be incorrect. The structure will be ineffective.

I suspect that I have given the Secretary fair warning of my skepticisms regarding the administration's proposal. Let me turn for a moment to where I believe vocational education should be going over the next few years. Initially, I think we must examine the results and the conclusions in the National Institute for education vocational education study. The study isolated a number of significant problems of the current programs—problems stemming I believe from an inadequacy of funding and an inadequacy of targeting the available funds.

We should maximize the resources available to vocational education by increasing the Federal funding level by retaining the various State and local financing requirements—including matching fund and maintenance of effort requirements and nonsupplanting assurances—and by forging closer links with business and with the job training community. We should address the problems of technological change by creating a new program focusing on improving the skills of the adult work force and another to improve math and science instruction in vocational education programs. Finally, we should recognize the effect that demographic changes will have on our future work force. As the adult work force shrinks, it will become imperative that we continue to target programs for women, minorities, the economically disadvantaged, the handicapped and the limited English proficient and continue to promote sex equity and nondiscrimination in vocational education programs. I intend to offer legislation in the next few days which will embody the concepts that I have just discussed. I hope it will receive favorable consideration from this subcommittee.

Let us not forget that our Nation's economic future depends upon the skills possessed by its people and that those skills will depend to some degree on the decisions we make in the next few weeks. Let us enact a program that will maximize those skills and make our children's future a bright one.

[The article referred to follows:]

(From the New York Times, Tuesday, February 22, 1983)

Many States Facing Need for New Taxes To Balance Budgets

By The Associated Press

Many states are in a deep financial crisis that threatens their residents with a wave of tax increases and could damage President Reagan's economic recovery program.

The economic problem of individual states, overlooked in the face of Federal deficits projected to be near $200 billion in the next few years, and 12 million Americans unemployed, may run deeper and take longer to resolve than the national problem.

An Associated Press survey of the 50 states in mid-February found the following conditions:

¶Twenty-two states have deficits, totaling more than $5.7 billion.

¶Fifteen states have surpluses, totaling $1.9 billion, but most of that surplus was in oil-producing Texas and Alaska.

¶Thirteen states expect to break even this fiscal year, ending June 30 for most of them, a step so close to broke that it would have been considered unacceptable only a few years ago.

¶Thirty-three states have either raised taxes or are considering doing so, including a record $1 billion tax package in Washington State.

¶Thirty-eight states have moved to save money by trimming budgets, imposing hiring freezes or laying off state workers, deferring payment of bills, speeding up collections, transfering money from state trust funds and a variety of other steps.

¶At least 16 others have moved from deficits to a balanced budget in recent weeks by using emergency financing plans and tax changes.

The $1.9 billion surplus, subtracted from the $5.7 billion in deficits, yields a net deficit of $3.8 billion for the 50 states, as against a $1.9 billion net deficit reported in a similar survey by the National Governors' Association in December.

Although the surveys covered only state governments directly, they found that the problem was being passed down. Several state governments were solving their fiscal problems in part by holding onto money that normally would have gone to cities, counties or school districts.

Also, few states have made up the cuts in state and local aid caused by curbs in Federal spending under the Reagan Administration, passing on the losses to individuals or local governments.

Moreover, a recent report by the Bureau of the Census showed that the fastest-growing budget item for county governments has become interest paid on borrowed money.

Recession Called Major Cause

State officials generally say the national recession is the cause of their problems. No one expected the slump to last as long as it has. Many states based their current budgets on the Federal Government's prediction that the national economy would grow by 3 percent last year. Instead, the gross national product fell 1.2 percent.

Lingering unemployment and falling retail sales have cut income and sales taxe collections, the states' chief sources of money.

"Every single major tax we have in the state is running at a historic low," said Governor Kean of New Jersey.

New York has borrowed to fill a $579 million gap for the fiscal year ending next month, and is projecting a $1.8 billion deficit next year.

"There isn't a state in this country that isn't faced with the question of deficit right now or deficit just around the corner," said William F. Passannante, Speaker Pro Tem of the New York State Assembly and president of the National Conference of State Legislatures.

States Hurt by Tax Cuts

While states are facing unexpected money shortages, their residents are demanding tax cuts. Spurred by a tax-cutting initiative in California in 1978 that radically reduced property taxes, 19 states have passed legislation or amended their constitutions to limit the growth of state spending or taxation. Residents of some states voted themselves rebates that their treasuries are now unable to pay.

But the alternatives to new taxes, reduced services, are disturbing: abandoned firehouses, more crowded classrooms, potholes turning to craters, bursting mains, falling bridges and convicts turned loose from overcrowded prisons.

Borrowing has been difficult to impossible. Some states are forbidden by law or their constitution to borrow to pay operating expenses. Also, the credit markets are tight and state bond ratings are falling because of the very budget problems forcing them to borrow.

Virtually no state is spared. California, once one of the more prosperous states, is facing a deficit of at least $1.8 billion. Even Alaska, with its huge reserves of oil and natural gas, had to cut its budget by nearly $3 billion this year because of declining revenue. An additional drop in income is expected next year largely because the state relies heavily on taxes and royalties on oil and oil prices are down.

For the first time in more than a decade, Louisiana, which is also rich in oil and gas, has cut back spending to make ends meet and still faces a $100 million deficit.

Tents are scheduled to go up in April on the grounds of California's San Quentin prison to alleviate overcrowding. State voters approved a $495 billion bond issue last fall to build new jails, but the state has not been able to sell the bonds.

The February survey also found evidence that the situation might be considerably worse than the figures indicate because of tactics used by some states to hide problems or avoid conflict with legal prohibitions on deficits.

Fund Shifts by Colorado

Colorado averted a deficit last year by borrowing money from funds set aside under a School Financing Act, which it later paid back from a reserve earmarked for tax relief. Utah trimmed some spending, but avoided deeper cuts by transferring to the State Uniform School Fund about $30 million that had been held in a state lands trust fund.

At least six states are delaying payment of income tax refunds, keeping money that is not really theirs long enough to balance the books this year.

Fiscal Situation In 3-State Area

By The Associated Press

This is the financial situation in New York, New Jersey and Connecticut.

NEW YORK — Deficit of $579 million expected for year ending March 31. State has borrowed to cover deficit and the debt, plus other obligations, leaving a potential $1.8 billion deficit for the next fiscal year. Governor Cuomo seeks to cut 14,000 from state work force, raise cigarette and liquor taxes, and car licensing fees. Unemployment rate is 9.5 percent.

NEW JERSEY — Surplus of $73.2 million, because of rises increases in sales and income taxes passed Dec. 31 to avert cutbacks threatened by Governor Kean. He has proposed a balanced $6.8 billion budget for the next fiscal year that calls for giving local schools and municipal governments less aid than promised under state formulas. Unemployment is 9.4 percent.

CONNECTICUT — Projects a $55 million deficit for the fiscal year ending June 30. Gov. William O'Neill has proposed several tax increases to take effect in April to close a projected $223 million gap next year. Mr. O'Neill, who promised no new taxes in his campaign last year, wants to lower the 7½ percent sales tax to 7 percent, but apply it to items now exempt. Unemployment is 6.9 percent.

Senator **Kennedy**. I know we have other witnesses, Mr. Chairman, but if I could just mention a few other of the areas of funding, the women's equity program, which we had given a lot of attention to, I had as basically targeted for the complete recision of 5.8. I do not know whether you have any comment on this. I can cover a few others, or perhaps you want to make a general comment.

Secretary **Bell**. Yes; well, the women's equity program is a program that can be funded under the block grant, and you will note in our budget, we struggled to keep that funding up there at that level, so we felt the States could handle that on that level.

Again, it is a matter of priorities and with the limited resources that we had in our budget allowance of what we would provide. I just would like to emphasize, because it is so important to me to emphasize it, that the President turned around the commitment and the outlook toward funding for education this time.

Now, we had a budget allowance proposal that was $4 billion under what we came up with, and I want to emphasize in this hearing that the President has this commitment and he did that in spite of all the worry that we have over the deficits, and I would hope the committee, if you do not feel it is enough, will at least acknowledge what has happened there, because it is a significant thing.

A year ago, we had a nationwide debate over student aid, and we're funding that student aid program up to the level of where it is.

Senator Pell, we will have the Pell grant maximum up to $3,000 from $1,800. We have a 60-percent increase in the college work/study program. And from the commitments and concerns that I have about education, I just want to make sure that I am speaking out on behalf of the President where he has taken a stand on this. It is important that the record read that way.

Senator **Pell**. If I could interrupt for a second, I appreciate the strength of your views in this matter. I would not want the record to stand that we feel the present suggestions are adequate. There are changes in them, and I think while you say the Pell grant program has gone up to $3,000, there are some other changes in it that I think are deleterious to the program, but I will not pursue that at this time.

Secretary **Bell**. I acknowledge that, and we will be getting to that with you, as I understand.

Senator **Kennedy**. You know, on the Pell program, on the President's employment program, of course, he recommends that we open that up to unemployed workers, and the best estimate is that there will probably be about 300,000 individuals who will be eligible for those. He has not asked for any increase in money for that, so basically you are going to have unemployed workers struggling against the sons and daughters of low-income families. I mean, before we start carrying the President out on a throne on this, with all respect, there are some other sides to this program—absolutely no increase, no increase whatsoever on it.

Now, I do not know whether, when the administration was working out their various programs in terms of the employment, they gave serious thought to it. What is your own sense? What is your own feeling? Would you recommend to the President that now, given the fact that that provision does go through the Congress, we should not just expand the pool? I'm all for the concept of the program, but it certainly seems to me that we should expand it, certainly, by the degree that is necessary if we are going to include the unemployed.

Secretary **Bell**. Well, our emphasis in student aid has been on work/study and providing full loan availability, and you will notice that in our student aid package. It is there, and we have a 60-percent increase in the work/study program, and we have a proposal to you that we not require the matching, knowing the limited campus capacities for matching, and so we were trying to meet those needs in those ways, as well as focusing the Pell grant on the very poor. Eighty percent of our money in the Pell grant, if our proposal passes, will go to incomes of less than $12,000 a year.

Senator **Kennedy**. Well, if I could, Mr. Chairman, visit with you a little bit and perhaps with the Secretary that this proposal does move forward—I am on the Labor Subcommittee also here, where we are considering the proposal both by Senator Quayle and myself, and if this does move forward, it is going to put additional stress and emphasis, and it does seem to me that perhaps we can get the administration to show some sensitivity on this issue.

Let me just briefly go through a couple of other areas, and then maybe I could submit questions.

One of the important programs in the subject of rescission is bilingual education, some $43 million out of the $138 that was included in the CR. Now, it appears to me that the problems we are facing, in terms of both the problems and the opportunities we are facing, with the increased need in this area, would certainly question the logic of reducing the bilingual program.

Whatever the situation is, I have some familiarity, and I know that you do, with the undocumented aliens, where Congress is attempting to deal with that. We have some differences even with it, with the particular approach that has been gone through. We are talking about an amnesty program that has actually passed the Senate, which is going to bring this whole world of individuals into the mainstream of it.

The administration has indicated support for those proposals, the basic needs that we have in terms of undocumented aliens, the families that are going on through this. Why in the world did we get a rescission of almost 40 percent in this program, when your own estimates on this—as I understand, the students served will be about 131,000 in 1984, and you know the rundown on the number of teachers lost and the rest. Does this really make a great deal of sense?

Secretary **Bell**. I do not have my numbers with me on bilingual education, but I would point out that we have seen an increasing State commitment to bilingual education, and with the budget pressures and the priorities that we have had on those budgets, and the worry we have had over the deficits, this just felt like it was an area where we could make some reductions.

Senator **Kennedy**. Well, your own estimates about the numbers of students who will no longer be served I imagine include the additional State participation and involvement—I would not think that you would provide us figures that would not—and they show those figures as I mentioned, a reduction of over 30 percent, and, you know, I referred to that in your own budget summary.

It just shows a significant reduction. I mean, I cannot give you the exact numbers that the States are putting up, but your own estimates show a very dramatic reduction in the numbers that are being served.

So we find bilingual education, which are some of the poorest children in the society, reductions in title I, which are again the neediest in our society, with those programs, reductions in vocational education, which in most instances—I can say in my State—are reaching out to the lower middle-income families, seeing their programs reduced in a very significant way, the elimination on migrants, the cutting back of the women's programs. It just gets back, I think, not only from an educational point of view to be shortsighted, but I think it also gets back into the issues of an equity and fairness point of view.

Again, I have enormous respect for you, Dr. Bell, and your very distinguished career, but this budget is being decided, I think, by people who just do not have the kinds of sensitivities to the real needs of people who are being served by these programs or have a real understanding of the importance of these programs in the lives of individuals who are served, or have, really, much of an understanding of the effectiveness of these programs, I dare say, or they would not let it happen.

One point that we mentioned, again, I think is that in your own study of vocational education—I know we are skipping back and forth, because I know the chairman has a full program and there is an awful lot of material involved—but one of the programs that is brought out very clearly in this report is the fact that the Federal grants—talking about the difficulties of the program, it talks about the Federal grants, the instruments for assisting States have been too limited in scale to help the States with the task of realizing the objectives of Federal policy.

And I dare say that there is very little of what you have said today, other than your own strong personal commitment, I know, to give really much hope that those children and others who are being served by the vocational education are really going to get much of a shake in the future unless we are going to make the extraordinary effort, which I know the chairman and others are prepared to make, to try to remedy this, I think, rather bankrupt policy with regard to this program.

As I say, we have covered a number of the different elements of it.

Secretary **Bell**. We really felt, as we looked at the total picture, and as I indicated earlier before you came in, Senator, that if we took the Job Partnership and Training Act, what we are doing in the college work/study program, the various set-asides in those areas, in addition to our vocational education program, that actually we will be funding at a level that reaches these job-related areas that does not reflect the size of reductions if you just look at the vocational education appropriation separate from all of the rest.

And we tried to look at what we are spending in job-related training and preparation in all of the Government, not just this one particular program, and, again, as I say, it was a matter of priorities with the budget allowance that we had at the time.

I would emphasize again that it has been quite a turnaround from a year ago and the kind of budget that we have been able to get for the Department of Education.

Senator KENNEDY. I am sure that that has been a reflection of your own work and effort. I would hope that you would not spend too much time, either you or your department, in trying to block grant this proqram. I just do not think it is going to fly. It did not have any support last time, I do not think it has it this time, and you are a marvelously talented individual who is spending a lot of time on important issues. I hope you will not be bothered by spending too much time on that, because I do not think it is going anywhere, but that is just the view of one member of the committee.

Secretary BELL. We would like to have a good chance to sell you on that, Senator.

Senator KENNEDY. Well, I am always ready to listen to you, Dr. Bell.

I want to thank the Chair, and I can submit other questions, and I appreciate your taking your time.

Senator PELL. Thank you, Senator Kennedy, and I would add that the Senator from Massachusetts has articulated well the worries that many of us have who have been in this educational field for many years. I know I have been on this subcommittee now for 14 years, and we have seen these programs gradually emerge, and having a positive effect on the country.

Sometimes we get a little disappointed when we look at the statistical results, but in general things are better off than they were, and then to see that being eroded worries us, and I just wanted to say I share these thoughts.

Thank you for coming and being very patient with us.

Secretary BELL. I would just emphasize as I leave that I asked for the dialog on the other areas.

Senator PELL. Right.

Secretary BELL. And I was not fully briefed on them, and we will have an opportunity in our hearing in that regard.

Senator KENNEDY. I would hope, Mr. Chairman, that the record would be left open and that any additional comments or elaborations on matters that were brought up here could—that the record could be made complete.

Senator PELL. And I am well aware of the fact that you are attacked from two directions and wish you luck, and there will be some other questions submitted for the record from our chairman and others.

Secretary BELL. If I could just wind up with this, I have tried to emphasize that my discussion with my colleagues in the administration has been that we can have a better dialog with you if we come to you with a budget that is within the ballpark of yours, and I would say out of a $13, $14, $15-billion budget, when we are $900 million apart, we are not as far apart, obviously, as we were a year ago when we had a $5 billion gap, and that is why I am pleading for some acknowledgement of that change with this administration. I know how concerned the President is about education.

I would point out the amount of space that he dedicated to education in his state of the Union message, and I just want to emphasize that, because I am so prejudiced and enthused about education, and I just would like to stress, as I am concluding my comments, that to the extent that that can be acknowledged, I think it is going to be beneficial to all of us who are interested and concerned about America's schools and colleges.

And I know, Mr. Chairman, how committed and concerned you are and how you have been for years.

Senator PELL. I appreciate your thoughts, because the real strength of our Nation is the sum total, as I have often said, of the education and the character of our people, not the steel wall around us, and in connection with the President's state of the Union speech. I was particularly struck with his emphasis on the importance of math and science, and by sheer coincidence, together with 19 colleagues in the Senate, we introduced a bill that would achieve these objectives just last week, and maybe we can move in that direction, too.

Secretary BELL. I say, Mr. Chairman—and I am taking up your time—that when you are having a large debate with some of your colleagues about whether there ought to be any Federal role at all, to be able to get this President—and he did it because of his commitment—to come up with a recommendation that here is another Federal aid program in the math and science area, I just cannot emphasize too much the significance of that.

Senator PELL. I understand.

Secretary BELL. I have appreciated that from the President very much, his support in that regard.

Senator KENNEDY. I would just underline that. I do not know whether you are familiar with the NSF budget figures on it, but we saw significant reductions—I do not have them here in front of me, but we saw significant reductions in the areas of math and science over last year, and I had the opportunity, and I think Senator Pell was there, and supported it to add $20 million for additional math teachers, and we were voted down on a strictly party vote on that. We were able to get $10 million as a compromise on it.

Can you tell me the number of vacancies, for example, of math teachers in high schools, approximately? I am not trying to put you on the spot, but I——

Secretary BELL. They are huge.

Senator KENNEDY. They are huge, and the number of uncertified math teachers who are teaching math in the high schools of this country is extraordinary, is it not?

Secretary BELL. Right. And the thing that is going to aggravate it is that school boards are raising the high school requirements, as they ought to and as I have been trying to preach. They are raising the high school graduation requirements in math and science, and if you raise that by one course nationwide, you generate a demand for 34,000 additional teachers, and we are raising that in math and science by two and three courses, so you can see what the demand is going to be. We are increasing the demand at the same time that we are not able to meet it at the level that it is because we are losing teachers to other endeavors.

Senator **Kennedy**. You are absolutely right. As I say, I clearly understand this problem. We had a member of our committee, whose name will remain nameless, who said, "Well, why do we not just have supply and demand? If we have demand for math teachers, why do the supply people not get more into it because of the pay and the rest of this?" That was the kind of mentality that we were dealing with, and that is just a head-in-the-sand kind of mentality.

Secretary **Bell**. Yes. You cannot win in the marketplace paying the salaries that we are paying.

Senator **Kennedy**. Well, that is an important feature. I hope you have some success with persuading some of our colleagues on this committee on that, when we just have the authorization on the others.

Secretary **Bell**. Thank you.

Senator **Kennedy**. I welcome your stress and emphasis on this, but it is really a national tragedy what is happening, just in those courses.

I think one of the things that we had that many of us believed is that you open up, particularly in the areas of science education, to women in our society, which have been basically excluded for a variety of different reasons. We won't go over those today, but in the areas math, math teaching, science, and in those particular professions and see what we have as a capacity and capability, and yet when we are trying to move in a very small and modest program, whether it was in the National Science Foundation or some of these others, to move them into these—we see those programs reduced.

I think that we—at least I have, being on the Education Committee—have found that you have to work on it in a comprehensive way if you really expect to make much progress, so we are going to stay after these issues and keep after you.

I want to thank you again. I will submit some questions.

Secretary **Bell**. Right. Thank you, Mr. Chairman.

Senator **Pell**. Thank you very much, and our chairman will be submitting some questions, as will other members. Thank you for being with us, Mr. Secretary, Dr. Worthington.

[The prepared statement of Secretary Bell and questions with responses follow:]

Statement of
T. H. Bell, Secretary of Education
Before the
Subcommittee on Education, Arts, and Humanities
February 23, 1983

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today to present testimony as part of this Subcommittee's oversight hearings on vocational and adult education. With me today is Dr. Robert Worthington, Assistant Secretary for Vocational and Adult Education. Following my testimony, Dr. Worthington and I will be happy to answer your questions.

Today I would like to discuss the Administration's plans for reauthorization of the vocational and adult education programs and for the New Federalism Initiative, which will include vocational and adult education. As you know, last year the Administration put forward a bill to consolidate the vocational and adult education programs. This proposal, with minor differences, was introduced by Senator Hatch as S.2325. I testified in favor of that bill before this Subcommittee on July 1. Nevertheless, the Congress did not take action on this or any other reauthorization proposal during the last session. So the matter of vocational and adult education reauthorization has carried over to the 98th Congress.

At present, the Department is in the final stages of shaping the proposal that we will present to the Congress this year. I would have liked to come before the Subcommittee today to present a precise description of our legislation, but I regret to say that we are still a week or two away from submission of a bill. While our basic objectives -- consolidation of the vocational and adult education programs into a single grant to the States; strengthening the focus of the programs on economic development; enhancing State and local flexibility by eliminating set-asides and reducing administrative requirements -- remain intact, we have been meeting with members of Congress and outside groups to elicit their views on the precise means that should be used for achieving those aims. In addition, new concerns have arisen — passage of the Job Training Partnership Act and how it should relate to vocational and adult education; the role of vocational education in the Administration's initiatives for reducing unemployment; new concern about a persistent level of adult illiteracy — and we are giving careful thought to how they can be addressed most effectively.

Because, when all is said and done, our proposal for 1983 should bear close resemblance to last year's bill, let me review the major themes of that bill. The first theme is program consolidation. The bill would consolidate six existing vocational education formula grants and the adult education grant into a single grant to the States and Territories. All of the existing expenditure guidelines, set-asides, and requirements would be largely replaced by four simple rules: no more than four percent of the State grant could be used for State administration. Of the remainder at least 30 percent would have to be spent on economic development and skilled workforce training, at least 30 percent on strengthening State and local systems of vocational education, and at least 13 percent on adult basic education. In last year's bill, these would have been the only major expenditure requirements. Different groups with interest in the various set-asides in existing legislation have contacted us to make a bid for retention of those requirements. While we have listened carefully to their arguments, we still believe that the consolidation should provide the States as much flexibility as possible in deciding where to direct their Federal resources.

Next, I would like to describe in more detail the first subpart of last year's proposal, which would require that States use at least 30 percent of their grant funds for programs and projects related to economic development and skilled workforce training. For what types of activities would these funds be used? What we have in mind are training programs in new and expanding occupations or retraining for skilled workers who have been laid off and need new skills in order to gain new employment. In addition, this Subpart would provide the training requested by new industries coming into an area. I have noticed that other vocational education bills introduced in the last two years have similar objectives. But these bills would have targeted Federal assistance much more narrowly, to vocational training related to computers, to high technology, or to the defense industrial base.

Because they have seemed too narrowly focused and prescriptive, we have taken a skeptical attitude toward most of these bills. We must remember that the various States and local areas have very different manpower training needs. A categorical program enacted because it will benefit one State may be of no use whatsoever to another State, even though the second State has equally compelling training needs. In addition, I think there is a danger in getting so enthusiastic about the new occupations that we neglect all the other, perhaps more traditional, lines of work in which vocational training may be needed. A recent analysis of Bureau of Labor Statistics projections found that employment in 24 leading "high-tech" occupations would increase some 45 percent between 1980 and 1990. About 1.2 million new jobs would be produced and the percentage of all employment accounted for by high-tech occupations would rise from 2.6 percent to 3.3 percent. Yet none of these high technology occupations is among the 20 occupations projected for greatest total job creation during the decade. In the fields which will have the highest overall growth -- these include such occupations as secretary, nurse, and auto mechanic -- some 6.7 million new jobs will be added to the economy.

A little recent history may provide some further evidence along these lines. Three or four years ago, many of the predictions said that the biggest area of employment growth would be in the energy-related fields, if only enough workers were trained to take the available jobs. Had we been reauthorizing the Vocational Education Act back then, we might well have included a categorical energy education program. By now we could have trained thousands of persons for building nuclear reactors, installing solar-powered hot water heaters, working on offshore oil rigs, and other energy-related jobs. But today, as conditions in the energy industries have changed so much (with successful conservation, an oil glut that many say will last through the decade, and a virtual standstill in nuclear power plant construction), I wonder how many of those workers would still be in their jobs. That is why our proposal avoids narrow Federal prescription. It would combine what we believe is the right mixture of broad Federal guidance with the flexibility to respond to State and local needs in a way that would best assist the vocational education enterprise in training to meet State and local economic development needs.

Let me now turn to another principal purpose of our proposal: providing Federal resources to combat the continuing problem of adult illiteracy. The Department estimates that approximately 26 million adult Americans - one in five adults in this country - are functionally illiterate. In a country that provides more schooling to more of its population than any other at any time in history, I frankly find it amazing that a problem of this enormity could exist. Much of the problem is not of our own making; during the last decade we have taken in many non-English-speaking immigrants, some of whom were illiterate in their own languages. Yet part of the problem attests to failure of our educational system to bring everyone along to the point where they can function in society at at least the barest minimum level. People who are victimized by illiteracy will be unable to benefit from the nation's future economic growth. Because they will be unable to train for increasingly complex occupations, their illiteracy will itself be an impediment to economic growth.

Some people have said that by proposing to consolidate vocational and adult education we are trying to eliminate the adult education program. This is simply not true. While we would like to see greater coordination and integration of the two programs, which we believe might be accomplished through a consolidation, we are committed to continuation of adult education as a discrete entity. The 13 percent set-aside would ensure that the States fulfill their responsibility to provide adult basic education. In addition, the Department is now considering other actions not requiring legislation that it might take to address the adult illiteracy problem.

At this point I would like to conclude my discussion of the vocational and adult education consolidation proposal. I would like to add a few comments about the Administration's New Federalism initiative, which will be sent to the Congress very shortly. It includes three Department of Education activities -Vocational and Adult Education, the Chapter 2 block grant, and Rehabilitation Services -- in a turn-back of Federal responsibilities to the States. I would like to make the following points about the relationship of this initiative to our vocational and adult education proposal.

First of all, the turnback of programs to the States under the Federalism plan would be achieved over a five-year period. During that transition period the antecedent programs would continue to operate under existing Federal rules and administration, although States would have the option of taking over administration of those programs. We believe that it will be important to consolidate and improve the vocational and adult education programs so that States can better respond to their vocational and adult education needs once the transition is achieved.

We believe that the vocational and adult education consolidation will be a milestone on the way to complete turnback of the programs to the States. But we also believe that the consolidation proposal is entirely defensible on its own, without any reference to the turnback. Therefore, I hope that you will give this proposal your fullest consideration.

I will now be happy to answer your questions.

UNITED STATES DEPARTMENT OF EDUCATION
THE SECRETARY

APR 8 1983

The Honorable Robert T. Stafford
Chairman, Senate Subcommittee on
Education, Arts and Humanities
Committee on Labor and Human Resources
United States Senate
Washington, D.C. 20510

Dear Mr. ~~Chairman:~~ Robert,

Thank you for submitting questions, on behalf of yourself and Senator Weicker, concerning my testimony before your Subcommittee on February 28 regarding the Vocational Education Act.

I am happy to enclose answers to the questions at this time. I have also taken the liberty of sending Senator Weicker a copy of my responses.

I regret that you were unable to attend the hearing, but, as always, I appreciate your interest in our efforts to improve vocational education programs administered by the Department.

If I can be of further assistance, please do not hesitate to contact me.

Sincerely,

Ted

T. H. Bell

Enclosures

Q. THE PRESIDENT HAS UNDERSCORED THE IMPORTANCE OF ENCOURAGING THE PRIVATE SECTOR TO BECOME INVOLVED IN VOCATIONAL EDUCATION. YET, FROM PERSONAL EXPERIENCE, I KNOW THAT THERE ARE FEW RESOURCES IN THE U.S. DEPARTMENT OF EDUCATION TO ENCOURAGE GREATER PRIVATE SECTOR COOPERATION WITH PUBLIC VOCATIONAL EDUCATION. WHAT STRATEGIES WOULD YOU PROPOSE THE DEPARTMENT OF EDUCATION TAKE TO BRING GOVERNMENT AND BUSINESS MORE CLOSELY TOGETHER ON BEHALF OF VOCATIONAL EDUCATION?

A. The Assistant Secretary for Vocational and Adult Education has designated private sector cooperation as one of his offices' highest priorities and has established a taskforce to carryout this priority. The mission of the Private Sector Taskforce is to coalesce the energy and expertise of over 40,000 existing Private Sector Vocational Instructional Program Advisory Committees (VIPACs). The Taskforce will initially work to establish formally structured information exchange mechanisms among these private sector advisory committees. These information exchange mechanisms will be established in order to -

- o disseminate exemplary practices of VIPAC's.
- o enhance the effectiveness of VIPAC's in promoting instructional relevance (and particularly in the areas of (1) high tech, (2) entrepreneurship, and (3) in skill training necessary for National defense.
- o promote the establishment of new VICAC's.
- o increase the awareness in the vocational education community of the role of VIPAC's in promoting instructional relevance.

I would also like to point that this Consolidation proposal contains a number of provisions which are intended to sustain and strengthen the cooperative relationship between business and industry and government in providing for vocational education. These provisions include -

- o a requirement that States describe in the Proposed Use Report how they will involve representatives from business, industry, finance, labor, and agriculture in planning and carrying out vocational education programs, and

- o multiple authorities for States to collaborate with business and industry in providing training needed to revitalize business and industries and to promote the entry of new businesses and industries into a State or community.

Q. NAME THE MOST IMPORTANT GENERAL OBJECTIVE THAT THE VOCATIONAL EDUCATION ACT SHOULD ACCOMPLISH? ALSO, NAME ONE SPECIFIC PURPOSE THE ACT SHOULD FULFILL?

A. The most important general objective that the proposal is intended to accomplish is to consolidate the existing vocational and adult education authorities into a single program of block grants to the States in order to reduce administrative burden, increase State and local flexibility over the use of funds, and to redirect Federal support to focus on vocational and adult education as an important tool in local, State, and national economic development.

In terms of specific purposes that the proposal would accomplish, I would cite the requirement that States must spend no less than 30 percent of their allotments for programs and projects specifically related to State and local economic development. This is the heart of the new direction in this legislation. From these funds the State would support training needed for new businesses and industries entering their areas, retraining for workers, development of training programs in new occupatinal fields, and entrepreneurship training for men and women who want to start their own businesses.

Q. AS OF NOVEMBER 1981, THE STATES WERE NOTIFIED THAT SEVERAL CATEGORIES OF DATA WOULD BE SUSPENDED FROM THE VOCATIONAL EDUCATION DATA SYSTEM (VEDS) COLLECTION SYSTEM IN ORDER TO REDUCE THE PAPERWORK, FINANCIAL, AND ADMINISTRATIVE BURDENS. EXAMPLES OF SUSPENDED CATEGORIES INCLUDE SEPARATE COLLECTION CATEGORIES FOR HANDICAPPED, DISADVANTAGED, AND LIMITED-ENGLISH PROFICIENT POPULATIONS AND COLLECTION OF THE NUMBER OF HANDICAPPED, DISADVANTAGED, AND LIMITED ENGLISH PROFICIENT BY INSTRUCTIONAL PROGRAM AREA.

- WILL THESE CATEGORIES BE PERMANENTLY SUSPENDED ? IF SO, HOW WILL THESE STATISTICS BE DETERMINED? WHAT WAS THE RATIONALE FOR THE DECISION TO "SUSPEND" THIS DATA?
- HOW WILL POLICY, EQUITY, AND FUNDING ISSUES BE DEVELOPED FOR THE HANDICAPPED WITHOUT SPECIFIC DATA TO IDENTIFY THEIR NEEDS?
- WHAT PLANNING OR POLICY DECISIONS HAVE OCCURED AS A RESULT OF VEDS COLLECTION AND ANALYSIS? HOW IS THE GATHERED INFORMATION FED BACK TO AND UTILIZED BY THE STATES? IS THERE ANY TECHNICAL ASSISTANCE BY THE FEDERAL GOVERNMENT TO ASSIST STATES IN THE UTILIZATION OF THE DATA?

A. The Vocational Education Data System (VEDS) has suspended the collection of the number of handicapped, disadvantaged and limited English proficient students by six-digit instructional program areas for 1981-82 and 1982-83 school years. NCES has proposed that these categories be suspended through the 1983-84 reporting period. A decision will be made this year as to whether the data gathered by type of instructional setting (mainstream/no support, mainstream support and separate programs) will be adequate to make decisions concerning the above groups. Many States have indicated that the data gathered by six-digit program codes has been very difficult to collect with any degree of accuracy and that it was burdensome on the local educational agency (LEA).

The data will be available each year for planning and policy decision-making on a Statewide basis by isntructional setting. The 1979 OCR survey provides detailed information regarding these target groups by instructional program and institution. States have used the VEDS data to monitor LEA activities. OVAE staff have disseminated this information back to the States through national conferences, copies of the Secretary's Report, quality review letters provided by the State Planning and Administration Branch, and technical assistance by program specialists (agriculture, distributive education, office eduction, trade and industrial, industrial arts, consumer and homemaking and health) within the Office of Vocational and Adult Education (OVAE).

Q. WITHIN THE CONSOLIDATION PROPOSAL, WHAT ASSURANCES DO SPECIAL POPULATIONS HAVE FOR ACCESS AND SUCCESS IN COMPLETING VOCATIONAL EDUCATION PROGRAMS? ADDRESS THE IMPACT AND/OR IMPROVEMENT IN ACCESSIBILITY AND SERVICES THESE SPECIFIC YOUTH POPULATIONS CAN EXPECT: HANDICAPPED, DISADVANTAGED, AND LIMITED ENGLISH PROFICIENT. HOW WILL THE PROPOSED DRASTIC FUNDING CUTS RELATE TO THE DIRECT AND RELATED SERVICE NEEDS OF ALL YOUTH, PARTICULARLY SPECIAL POPULATIONS?

A. In the Administration's consolidation proposal, each State is required to describe, in its Proposed Use Report to the Department, how it will provide equal educational opportunity to all students, including the handicapped, disadvantaged, and limited English proficient. Each subpart of the bill also calls for special consideration to the needs of minorities and the disadvantaged. In addition, after discussion with a large number of individuals and groups, including members of Congress, we have modified our proposal of last year so tht it now includes a 15 percent set-aside for handicapped persons in Subpart 2.

At the Federal level, the National Programs section of the bill authorizes support of activities designed to address the needs of groups such as Indians and the institutionalized.

We do not anticipate that enactment of the consolidation bill will affect the number of persons served. The bill would provide State and local administrators with greater flexibility and would greatly reduce the paperwork and administrative requirements of the current legislation. In all, program administrators would be able to do more with fewer Federal dollars. That is why we do not expect the consolidation and reduced funding to have a negative impact on enrollments.

Q. THE JOB TRAINING PARTNERSHIP ACT (PL 97-300) MAKES REFERENCES TO THE DEPARTMENT OF EDUCATION AND STATE/LOCAL EDUCATIONAL COMMUNITIES. DOES YOUR PROPOSED REAUTHORIZATION PACKAGE REFERENCE OR MANDATE COOPERATION AND MUTUAL IMPLEMENTATION OF PROGRAMS AS OPERATED BY THE DEPARTMENT OF LABOR AND EDUCATION?

A. Our proposed reauthorization package mandates cooperative and mutual implementation of programs in several areas. These include:

1. The proposed use report must describe how the proposed uses of funds fit into the report by the State job training coordinating council established under section 122 of JTPA. In addition, the State must involve representatives from business, industry, finance, labor, agriculture, and private industry councils in planning and carrying out vocational education programs.

2. The Chairman of the NCEP is to be a member of the NACVAE.

In other sections of the proposal, cooperative and collaborative programs are allowable activities.

Q. HOW ARE PERSONEL PREPARATION NEEDS BEING ADDRESSED AND TREATED IN THE CONSOLIDATION PROPOSAL:

- WILL THERE BE PROVISIONS FOR EDUCATIONAL-TRAINING EXCHANGES BETWEEN VOCATIONAL INSTRUCTORS AND MEMBERS OF INDUSTRY, ESPECIALLY IN HIGH TECHNOLOGY PROGRAMS?
- WILL ASSURANCES BE INCLUDED FOR INCREASED PERSONNEL PREPARATION OF VOCATIONAL EDUCATION INSTRUCTORS AND ADMINISTRATORS CONCERNING THE SPECIAL NEEDS OF THE HANDICAPPED, DISADVANTAGED, AND LIMITED ENGLISH-PROFICIENT POPULATIONS?

A. Subpart 1- Economic Development and Skilled Workforce Training includes as an allowable activity "training or retraining vocational education instructors (through exchange programs between business or industry and the school where feasible)." A similar activity is allowable under program improvement for meeting national skilled workforce needs.

There are no assurances that States will fund personnel preparation programs for the handicapped, disadvantaged, and limited English-proficient populations although these would be allowable activities. One of the principal purposes of the reauthorization proposal is to increase State and local decision making authority and allow them to determine programs to be funded. We feel that it is very unlikely that States will fail to meet their obligation to provide appropriate services, actions, and programs, including programs for personnel preparation, for such populations as the educationally disadvantaged, the handicapped, and those with limited English proficiency.

Q. DATA CLEARLY SHOW THAT A RANGE OF APPROPRIATE VOCATIONAL EDUCATION PROGRAMS ARE NOT AVAILABLE TO HANDICAPPED STUDENTS. FOR THE MOST PART THEY ARE PLACED IN SEPARATE PROGRAMS, INDUSTRIAL ARTS, OR TO A LESSER DEGREE IN EXISTING VOCATIONAL PROGRAMS WHICH ARE NOT APPROPRIATELY ADAPTED TO THEIR INDIVIDUAL NEEDS.

- WHAT DOES THE CONSOLIDATION PROPOSAL INCLUDE TO ENSURE THAT HANDICAPPED STUDENTS AT THE SECONDARY AND POST-SECONDARY LEVEL WILL BE PLACED IN PROGRAMS ACCORDING TO THE "LEAST RESTRICTIVE ENVIRONMENT" (PLACEMENT APPROPRIATE TO THEIR NEEDS AND ABILITIES)?
- IF NOTHING IS INCLUDED IN THE CONSOLIDATION PROPOSAL TO MEET THEIR NEEDS, WHAT IS THE DEPARTMENT'S PLAN AND/OR RECOMMENDATIONS TO ENSURE THE RIGHTS OF HANDICAPPED YOUTH AND ADULTS IN VOCATIONAL EDUCATION?

A. We are unfamiliar with the data you cite that a range of appropriate vocational education programs are not available to handicapped students. Fiscal year 1981 VEDS data show that 75 percent of handicapped students enrolled in vocational education programs are being served in mainstreamed classes.

We felt that it was unnecessary to include "assurance" language as such in the consolidation proposal with respect to placement in the least restrictive environment. Section 504 of P.L. 93-112 requires that each handicapped person be educated with persons who are not handicapped to the maximum extent appropriate, depending on the needs of the handicapped person.

Additionally, I would like to point out that the consolidation proposal contains a 15 percent setaside for handicapped students. These funds are intended to provide the supplemental services necessary to an appropriate vocational education program for handicapped students.

Q. THE NEED FOR INTERAGENCY COOPERATION HAS BEEN CITED AND REPEATED IN NUMEROUS STUDIES. HOW DO YOU INTEND TO GUARANTEE AND IMPROVE COOPERATIVE EFFORTS BETWEEN VOCATIONAL EDUCATION, VOCATIONAL REHABILITATION, AND OTHER EDUCATIONAL PROGRAMS?

A. States will be required to describe in their Proposed Use Report how funds under the proposal will be used in a fashion which is consistent, integrated, and coordinated with employment and training programs, rehabilitation services, and other related programs and services.

Additionally, the National Advisory Council on Vocational and Adult Education is charged with the responsibility of assessing the degree to which existing vocational and adult education, employment training, vocational rehabilitation, special eduction, and other programs represent a coordinated and effective approach to meeting the vocational and adult eduction and employment training needs of the Nation. This assessment must be made in conjunction with the National Commission for Employment Policy.

Q. WITHIN YOUR CONSOLIDATION PACKAGE WHAT EFFORTS OF COORDINATION BETWEEN P.L. 94-142 AND VOCATIONAL EDUCATION ARE REQUIRED?

A. The consolidation proposal requires States to describe how they will work to achieve equal educational opportunity in vocational education for all students, including those with special needs such as the handicapped. It is one expectation that States will set forth in their Proposed Use Report their procedures for coordinating program planning between the two programs. In that both programs are, by and large, administered by the same State agencies; and in that it is clearly in the interest of State to coordinate program actitivies between the two programs, we are confident that States will continue to coordinate planning between those programs.

Q. DEFINITIONS REGARDING THE HANDICAPPED AND RELATED SERVICES WITHIN THE PRESENT VOCATIONAL EDUCATION AMENDMENTS ARE GENERALLY COMPATIBLE WITH PL 94-142, BUT THEY DIFFER SUFFICIENTLY TO IMPEDE COOPERATION IN MANY CASES. WILL THESE DEFINITIONS BE REVISED TO ENHANCE COOPERATIVE EFFORTS AND ENSURE GREATER CONSISTENCY?

A. Every effort will be made through the reauthorization process of P.L. 94-482, P.L. 94-142, and P.L. 93-112 to ensure consistency of definitions relating to handicapping conditions. As an example, the category of "specific learning disability" is included in the definition of handicapped in the Education Department's Consolidation proposal so that the definition is consistent with P.L. 94-142.

Q. YOUR DEPARTMENT HAS STARTED AN INITIATIVE REGARDING VOCATIONAL EDUCATION FOR INDIVIDUALS IN CORRECTIONAL FACILITIES.

- WHAT ARE THE SPECIFIC ACTIVITIES AND FUTURE PLANS INVOLVED WITH THIS INITIATIVE?
- DOES THIS INITIATIVE INCLUDE INCARCERATED AND ADJUDICATED YOUTH?
- DO YOU PLAN A SEPARATE INITIATIVE FOR THE VOCATIONAL EDUCATION OF INCARCERATED AND ADJUDICATED YOUTH?

A. The Department is preparing a corrections education plan which will expand the Corrections Program -- now located in the Office of Vocational and Adult Education. The present program was initiated as a cooperative effort between the Department of Education and the National Institute of Corections. At the Forum on Prisoner Education, held in March of 1981, I made a public commitment on behalf of the Department of Education to give the Corrections Program our full support and cooperation.

The mission of the Corrections Program is to provide national leadership, coordination, technical assistance, and program support in the area of correctional education in order to increase the quality and quantity of education and training opportunities for adult and juvenile offenders.

Our Corrections Program will coordinate program activities pertaining to correctional education -- now currently scattered in six different offices in the Department of Education. We intend to create: a more visible leadership role for the Department of Eduction in combatting crime and upgrading rehabilitation programs; a more efficient and rational way for the Department of Education to relate with the field of corrections; permit easier access for correctional institutions to Department of Eduction programs; and respond more effectively to increase Congressional concern in this area.

The major effort of the Corrections Program in fiscal year 1983 will be to maintain the current level of support to the states and local jurisdictions to assist them in developing, expanding and improving their delivery systems for educational programs for offenders. We will accomplish this by expanding the communication/information dissemination network and mutual support systems. And we will provide technical assistance to the field through conferences, meetings, site-visits, and other contacts.

I am considering establishing an Intra-Departmental Coordinating Committee on Correctional Education in order to bring about greater cooperation in the use of existing resources. This will avoid duplication of efforts and costs, and effect a better delivery system for neded services at the state and local levels. We will also pursue Inter-Departmental coordination with other federal agencies which have corrections-related common interests. In fiscal year 1985, we will initiate a program for funding demonstration projects for the correctional population. We anticipate that one million dollars for funding these projects will become available as a part of our budget request for fiscal year 1984.

In fiscal year 1985 our Corrections Program will maintain the level of technical support to the corrections field through the established networks and will implement the funding program for the demonstration projects.

This initiative includes incarcerated and adjudicated youth. We cannot afford to ignore education and training of juvenile offenders. We must ensure that those who wish to improve their education and prepare for a life of honest work have the opportunity to do so. By providing the tools for survival -- basic reading, writing, arithmetic, and a marketable job skill -- a released inmate's chances of not returning to crime are considerably increased.

The corrections initiative will fund comprehensive education demonstration projects for juvenile and adult offenders and provide staff training for correctional eduction teachers and administrators.

Q. THE OFFICE OF CIVIL RIGHTS 1979 DATA CLEARLY SHOW THAT A LOT OF PROGRAMS DO NOT ENROLL HANDICAPPED STUDENTS. WHAT ACTION HAS THE DEPARTMENT OF EDUCATION TAKEN TO CORRECT THIS? WHAT SPECIFICALLY HAS THE OFFICE OF VOCATIONAL AND ADULT EDUCATION AND THE OFFICE OF CIVIL RIGHTS DONE TO CORRECT THIS PROBLEM? CITE SPECIFIC ACTION TAKEN. WILL THE OCR BE CONDUCTING ANOTHER DATA SURVEY TO DETERMINE ANY CHANGES IN HANDICAPPED ENROLLMENTS?

A. The Office for Civil Rights (OCR) has provided training to all 50 States on how to implement the "Vocational Education Programs Guidelines for Eliminating Discrimination and Denial of Services on the Basis of Race, Color, National Origin, Sex, and Handicap." As a result of the 1979 Survey, the 1981 and 1982 training program had, as a major focus, provision of services to the handicapped. During this same period, OCR also provided training to all its Regional Offices on how to implement the OCR Guidelines, how to conduct compliance reviews, and how to provide technical assistance to State and local education agencies to insure that handicapped students are able to participate and benefit from vocational education programs.

A specific example of how OCR has attempted to increase the participation rates of handicapped students resulted from a request by the Oklahoma Department of Vocational and Technical Education for technical assistance under Section 504 of the Rehabilitation Act of 1973. OCR assisted them in conducting training for directors of vocational and special education and rehabilitation. OCR worked with the State staff responsible for implementing the OCR guidelines to identify significant issues affecting the handicapped. OCR helped the State in identifying consultants who are experts in interagency and interdepartmental programming for handicapped persons at the State and local level. The training was built around civil rights data and identifying civil rights and program issues impacting upon handicapped persons. OCR staff, the State's consultant, local directors, and the State staff worked together to develop remedies that would assist handicapped persons in gaining access and receiving support services in vocational education.

OCR has also used the Vocational Education Civil Rights Survey data to perform the following activities which lend themselves to increasing the enrollment levels of handicapped persons in vocational education:

- target compliance reviews of vocational education programs;
- prepare plans for complaint investigations;
- share with other Federal agencies, e.g., the Office of Special Education and Rehabilitative Services and the Office of Vocational Education;
- monitor State implementation of Methods of Administration plans;
- train State staff about the conduct of desk audits and on-site reviews;
- train OCR regional staff to provide technical assistance to State and local education agencies;
- prepare analyses for Congressional Committees and Subcommittees.

The latest Adams order states that OCR intends to conduct another survey of the vocational education institutions surveyed in 1979 beginning in the fall of this year. At this late date, OCR will find it very difficult to have a survey design in place in time to conduct such a survey. While OCR is presently investigating the procedures required for the clearance of such a survey, OCR also finds the Adams order ambiguous. It is unclear from the statement "OCR intends to conduct" whether the court has ordered OCR to do so. OCR is giving further consideration to possible interpretations of the provision. In the meantime, OCR has been exploring with the National Center for Education Statistics (NCES) various alternatives for obtaining more recent data of faculty representation and student enrollment in various vocational education programs. NCES collects this information annually as state aggregates, and much of the data is comparable to OCR's 1979 survey of vocational education schools.

Q. WHAT EFFORTS HAS THE OFFICE OF VOCATIONAL AND ADULT EDUCATION MADE TO MONITOR STATES' ACTIVITIES TO ENSURE THAT HANDICAPPED PERSONS ARE ABLE TO PARTICIPATE AND BENEFIT FROM VOCATIONAL EDUCATION?

A. The Office of Vocational and Adult Education has provided technical assistance through regional and national meetings and on-site visits to ensure that handicapped persons are able to participate in and benefit from vocational education. The State Plan and Accountability Report review process also is used to monitor State activities relating to vocational services for the handicapped.

State Education agencies monitor the Civil Rights Compliance activities of the Local Education Agencies. At the Federal level the Office of Civil Rights monitors State Civil Rights activities such as the provision of access to vocational education for handicapped persons.

Q. DATA INDICATE THAT URBAN AND RURAL AREAS ACCOUNT FOR HIGH NUMBERS OF UNEMPLOYED AND ARE AMONG THOSE IN GREATEST NEED OF VOCATIONAL EDUCATION PROGRAM EXPANSION. WHAT ARE YOUR SPECIFIC PROGRAM AND FISCAL PLANS FOR THESE INDIVIDUALS, PARTICULARLY AT SECONDARY, POST-SECONDARY, AND ADULT LEVELS?

A. Section 206 of the Department's Organization Act directed the Assistant Secretary for Vocational and Adult Eduction to "provide a unified approach to rural education and rural family education----" In response a Department of Education Committee on Rural Education was formed. Major activities of this committee to date include -

- developing a resource directory of rural education contacts within the Department,
- compiling indexed summaries of the Department's 43 programs and thousands of projects related to rural education, and
- reviewing legislation, regulations and procurement procedures for equitable emphasis on rural education.

Under the VEA, the responsibility for developing program and fiscal plans for addressing urban and rural needs rests at the State and local levels. Specific programs for urban and rural areas are incorporated into the State Plan which is reviewed for compliance with the Vocational Education Act by staff in the Office of Vocational and Adult Education.

OVAE also reviews the State plan for quality vocational programs relating to the needs of the State and submits a letter to the State with suggestions on how to improve the quality of the programs.

Q. GIVEN THE NATION'S RAPIDLY ADVANCING TECHNOLOGY AND SUBSEQUENT RETRAINING NEEDS, WHAT DIRECTION AND TECHNICAL ASSISTANCE ARE YOU PLANNING TO PROVIDE STATES? IN PARTICULAR, WHAT ASSISTANCE WILL YOU GIVE IN LIGHT OF THE CHANGING EMPLOYMENT NEEDS OF OCCUPATIONS FORECASTED TO EXPERIENCE HIGHEST GROWTH, SUCH AS FOOD SERVICE, HEALTH-RELATED, REHABILITATION-RELATED, CLERICAL, AND INFORMATION GATHERING JOBS?

A. The Department of Education has been active in its attempt to address the nation's needs for new kinds of technicians for emerging and changing occupations and to assist the States in improving the quality of technician education. It is supporting the National Center for Research in Vocational Education in its high technology efforts including:

1) development of a special computer service data base which has been designed exclusively for the State and Federal Vocational Education Community;

2) development and use of an "Electronic Mail" System for use by the State Directors of Vocational Education; and

3) development of a "Curriculum Codification System" to store specific vocational and technical education curriculum and related materials.

In addition, the National Occupational Information Coordinating Committee (NOICC) is providing assistance to the State Occupational Information Coordinating Committees (SOICCs) by providing information on those occupations in the greatest demand. The State Departments of Vocational Education and the SOICCs supply the LEAs with this information which assists them in providing relevant training programs. The program specialists in OVAE work with their counterparts in each State in keeping them informed as to the National needs in their occupational specialty.

Q. WHAT SPECIFIC PROVISIONS ARE MADE IN THE CONSOLIDATION PROPOSAL FOR VOCATIONAL GUIDANCE AND COUNSELING, PARTICULARLY REGARDING:

- SERVICES FOR THE HANDICAPPED, DISADVANTAGED, AND LIMITED ENGLISH-PROFICIENT
- THE INCLUSION OF ADDITIONAL DIAGNOSTIC SERVICES, ESPECIALLY FOR SPECIAL NEEDS POPULATIONS
- REQUIREMENTS FOR MORE DETAILED PLANS AND ACCOUNTABILITY REPORTING THAN EXIST IN CURRENT LEGISLATION?

A. One of the principal purposes of the reauthorization proposal is to increase State and local flexiblity over the use of funds. Accordingly, no specific setaside for guidance and counseling is included in the proposal.

While the proposal contains no minimum expenditure requirement for guidance and counseling services, there is abundant authority to use funds under the proposal for the provision of these services at the discretion of States and localities.

The proposal establishes no specific planning and accountability reporting requirements for planning and guidance services because such expenditures are left to State and local discretion. Again, one of the principal purposes of the proposal is to reduce administrative burden. The elimination of detailed planning and reporting requirements are steps necessary to the reduction of excessive administrative burden.

Q. WITHIN YOUR PROPOSED CONSOLIDATION BILL, WHAT ASSURANCES EXIST THAT STATES WILL USE THEIR DISCRETION SUFFICIENTLY AND EQUITABLY REGARDING SERVICES FOR THE ADULT ILLITERATE, THE HANDICAPPED AND DISADVANTAGED YOUTH AND ADULTS?

A. One of the major purposes of the proposed consolidation is to increase State and local flexibility over the use of funds. Under the proposed legislation, a State will be required to use a minimum of 13 percent of its State allotment for adult education purposes and a minimum of 15 percent of its Subpart 2 funds for the handicapped. States would have discretion to use additional funds for these populations depending on the needs and priorities of individual States. Individual States are in a far better position to assess their own particular needs than is the Federal government.

The Proposed Use Report that each State must submit to the Secretary in order to participate in the program must describe how the funds will be used to provide services for all students. We feel that it is unlikely that States will fail to meet their obligation to provide appropriate programs and services for the adult illiterate, the handicaped, and disadvantaged youth and adults. If instances do arise where States propose program opportunities which we judge to be less than required, we are confident that with appropriate technical assistance from the Federal level, States will remedy identified program weaknesses.

Q. UNDER CONSOLIDATION, WHAT COMPLIANCE AND MONITORING MEASURES EXIST TO INSURE THAT STATES WILL CONTINUE TO SERVE AND IMPROVE SERVICES FOR HANDICAPPED AND DISADVANTAGED WITHIN VOCATIONAL EDUCATION? FOR EXAMPLE, WILL THERE BE GUARANTEES TO ENSURE THAT ADAPTIVE EQUIPMENT, CURRICULUM ADAPTATIONS AND TEACHER AIDES WILL BE PROVIDED FOR HANDICAPPED STUDENTS WHO ARE APPROPRIATELY PLACED IN VOCATIONAL EDUCATION PROGRAMS?

A. In our consolidation proposal, each State is required to describe, in its Proposed Use Report to the Department, how it will provide equal educational opportunity to all students, including the handicapped and disadvantaged. Each subpart of the bill calls for special consideration to the needs of minorities and disadvantaged groups. In addition, subpart 2 contians a 15 percent setaside for handicapped persons. The Department would not have the authority to fund State programs which did not comply with these legal requirements for vocational students in secondary schools; however, the requirements of PL 94-142 would also apply.

Q. DATA SHOW THAT A LARGE NUMBER OF HANDICAPPED STUDENTS WITHIN REGULAR VOCATIONAL PROGRAMS ARE NOT RECEIVING SUPPORT SERVICES. (REFER TO VEDS, MAY 12, 1982, TABLE T5011, MENTALLY RETARDED, NO SUPPORT 26,483; DEAF/BLIND, NO SUPPORT 305) WHAT MONITORING OCCURS TO ENSURE THAT SUPPORT SERVICES ARE NOT NEEDED? WHAT MONITORING TAKES PLACE TO ASSURED THAT THESE INDIVIDUALS ARE PROVIDED THE SUPPORT SERVICES THEY NEED?

A. The State Education Agencies monitor the Vocational Education programs and services provided by local educational agencies. This includes monitoring the LEA's use of the Federal funds to provide the services required by the handicapped as well as the Agency's Methods of Administering the OCR Guidelines for Vocational Education.

Q. DURING THE PAST COUPLE OF YEARS THE DEPARTMENT HAS DROPPED SEVERAL REQUIRED CATEGORIES OF DATA REPORTING ADULT EDUCATION PROGRAMS. FOR INSTANCE, DUE TO THE EXCLUSION OF DATA IT WILL BE DIFFICULT (PERHAPS IMPOSSIBLE) IN THE FUTURE TO ACCURATELY ACCOUNT FOR THE NUMBER OF ADULTS WHO PARTICIPATE IN ADULT EDUCATION PROGRAMS. IS THE FIRST PHASE OF AN EVENTUAL TERMINATION OF THE ADULT EDUCATION PROGRAM?

A. It is the policy of this Administration to reduce, wherever possible, the data-gathering and reporting burdens on the States. In adult education, we have reduced data gathering to those elements specifically required by statute. The annual performance report now requires a description of the extent to which the State's goals and/or objectives (as described in the three-year State plan) were met. Reasons for inadequate progress in acomplishing these goals and/or objectives are also required. The average cost per student on a statewide basis is reported.

The above information, along with the required financial status report, is sufficient to ensure that States are expending Federal funds in the manner and for the purposes for which they are intended. Our efforts to reduce burdens on States reflect a strengthening of the program and should not be construed as a phase toward termination.

Q. THE NATIONAL INSTITUTE OF EDUCATION (1981) REPORT CONCERNING VOCATIONAL EDUCATION CONCLUDED THAT THE "VEA ATTEMPTED TO ACCOMPLISH TOO MUCH WITH TOO FEW RESOURCES". HOW DOES THE CONSOLIDATION PROPOSAL RECTIFY THIS SITUATION, PARTICULARLY IN LIGHT OF RECENT REPORTS WHICH EMPHASIZE THE LEPLETING/INSUFFICIENT FINANCIAL RESOURCES OF STATES TO MEET CURRENT NEEDS, NOT TO MENTION THESE NEW DEMANDS?

A. As you are aware, the current VEA is a plethora of subprograms, setasides, and priorities, each devised and enacted for a different population or purpose. We support the finding by the NIE Vocational Education Study that the "VEA attempted to accomplish too much with too few resources."

Consequently, we deliberately fashioned our proposal in such a way that States will be permitted to focus Federal funds on their highest priorities within the framework of (1) economic development, (2) strengthening State and local systems of vocational eduction, and (3) the promotion of adult literacy.

Q. CONCERNING THE VOCATIONAL EDUCATION DATA SYSTEMS (VEDS), WHAT IS THE DEPARTMENT'S DEFINITION OF A VOCATIONAL PROGRAM? IT SEEMS THAT THE TERM PROGRAM IS DEFINED DIFFERENTLY IN SEVERAL STATES, THUS CONFUSING AND POSSIBLY INVALIDATING THE COLLECTION OF DATA IN THESE AREAS?

A. NCES has defined an instructional program for VEDS purposes as a planned sequence of courses, services or other vocational education activities specifically associated with a six-digit code from the Classification of Instructional Programs designed to meet a specific vocational objective(s). The publication and dissemination in 1981 by NCES of the Classification of Instructional Programs and the publication and dissemination in 1983 by NOICC of the Vocational Preparation for Occupations handbook will materially assist States in better identifying their education programs.

Q. IT IS MY UNDERSTANDING THAT CERTAIN ASPECTS OF THE VOCATIONAL EDUCATION DATA SYSTEM (VEDS) WERE SUSPENDED FOR THE 1981-82 SCHOOL YEAR. SPECIFICALLY, INFORMATION THAT PROVIDED EVIDENCE OF INCREASED INVOLVEMENT OF HANDICAPPED AND DISADVANTAGED INDIVIDUALS IS NO LONGER AVAILABLE. WHY HAS THIS HAPPENED, AND HOW CAN THE FEDERAL GOVERNMENT MONITOR THE PROGRESS OF THESE GROUPS IN GAINING ACCESS TO OCCUPATIONALLY ORIENTED VOCATIONAL EDUCATION IF THE INFORMATION IS NO LONGER AVAILABLE?

A. The VEDS system has suspended the collection of the data on handicapped and disadvantaged students by specific 6-digit O.E. instruction code but total State information will still be gathered by type of instructional setting through 1984 (mainstream/no support, mainstream support and separate programs).

Many States indicated to NCES that the information gathered by 6-digit program code was very difficult to collect from the local educational agency with any degree of accuracy and that it was very burdensome to them. The States indicated this information would be more accurate and reliable when collected by instructional setting. Since information on the disadvantaged and handicapped will be available on a Statewide basis by instructional setting, OVAE can monitor the States progress in serving the handicapped.

Q. SOME PROGRESS HAS BEEN ACHIEVED IN VOCATIONAL EDUCATION FOR HANDICAPPED AND MINORITY INDIVIDUALS. YET, MUCH MORE NEEDS TO BE DONE TO IMPROVE ACCESS TO QUALITY VOCATIONAL EDUCATION FOR THESE INDIVIDUALS. HOW CAN THIS GOAL BE ACHIEVED AND, IN PARTICULAR, HOW CAN THE FEDERAL ACT FURTHER THIS OBJECTIVE?

A. One of the principal purposes of the reauthorization proposal is to increase State and local flexibility over the use of funds. To aid in implementing this purpose, our proposal last year contained a single block grant to each State. The existing VEA categorical program for the disadvantaged, as well as the set-asides for special population groups were eliminated. We felt that requiring descriptions in the Proposed Use Report and language in each subpart of the consolidation related to needs and participation of all students gave adequate assurances that special populations would have access to vocational education programs. However, after discussions with a large number of individuals and groups, including members of Congress, we have decided to add an additional provision for serving the needs of the handicapped. Subpart 2 (Strengthening State and Local Systems of Vocational Education) includes a 15 percent setaside for handicapped persons.

Q. THE PRESENT CHAPTER I LAW REQUIRES THAT THE PROGRAMS FUNDED "BE OF SUFFICIENT SIZE, SCOPE, AND QUALITY TO GIVE REASONABLE PROMISE OF SUBSTANTIAL PROGRESS TOWARD MEETING THE SPECIAL EDUCATIONAL NEEDS OF THE CHILDREN BEING SERVED." WOULD YOU SUPPORT A SIMILAR PROVISION IN THE VOCATIONAL EDUCATION ACT WHICH WOULD REQUIRE THAT FEDERAL FUNDS BE CONCENTRATED IN THE STATES IN SUCH A WAY THAT THE PROGRAMS CREATED WITH THOSE FUNDS WOULD BE OF SUFFICIENT SIZE, SCOPE AND QUALITY TO MEET SPECIFIC FEDERAL PURPOSES?

A. No. One of the principal purposes of the reauthorization proposal is to increase State and local flexibility over the use of funds. We have eliminted sub-State allocation formula priorities and criteria specifically to allow States flexibility in determining needs and priorities.

Q. WHAT ONGOING ACTIVITIES IS THE OFFICE OF VOCATIONAL AND ADULT EDUCATION PURSUING TO IMPLEMENT THE EXCESS COST CRITERIA OF THE SET-ASIDES FOR HANDICAPPED AND DISADVANTAGED?

A. The Office of Vocational and Adult Education continues to provide technical assistance to States related to the implementation of the excess cost concept as determined from financial reports, accountability reports, audits or upon request.

Senator PELL. Our next witnesses are Dr. Woody Padham, Director of Vocational Education, State Education Department of Maine, and Dr. Gene Bottoms, Executive Director, American Vocational Association.

Dr. Bottoms?

STATEMENTS OF DR. GENE BOTTOMS, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION, ARLINGTON, VA., ACCOMPANIED BY DR. ELWOOD PADHAM, ASSOCIATE COMMISSIONER, BUREAU OF VOCATIONAL EDUCATION, DEPARTMENT OF EDUCATION, AUGUSTA, MAINE, A PANEL

Dr. BOTTOMS. Mr. Chairman, members of the committee, I am Gene Bottoms, executive director of American Vocational Association.

We are pleased to have this opportunity to appear before the committee and to share with you the vocational educators' thinking of this country regarding reauthorizing vocational education legislation.

I have asked Dr. Woody Padham to join me here particularly to help in the questions. He is from the State of Maine and has administered programs under the current legislation. He can talk very well to the particular needs in a State such as his.

The positions I am going to set forth are positions that we have been working on for well over three years. We have involved a very broad base of the field; thus the ideas do not necessarily represent the views just of the headquarters staff but also the people in the field.

We are now meeting with associations that represent employer and worker groups as well as other educational organizations to arrive at consensus to the extent that we can.

One of the points I would like particularly to stress is that vocational education is very much a diffused and decentralized enterprise in this country; that is one of the main reasons there has to be a continuing Federal role to give it focus. I think the dialog over the last few minutes certainly reinforces that.

There are many emerging needs: the unemployed, the economy, the advancing technologies. There are those, James Medoff of Harvard and others, who have studied our labor market over the last 10 years and have pulled together evidence to show that we have had a labor market imbalance for some time. While we have had people available for jobs, frequently the people's skills are not up to the requirements of jobs. We feel that appropriate vocational programs can impact some of these problems, particularly if these programs are up to the demands of the marketplace and have the kind of equipment and staff that can develop programs in tune with those particular workplace requirements.

If you look at tables 2 and 3 in my testimony, you will find figures that illustrate, particularly in the innercity communities, we lack the capacity to offer vocational programs. The numbers of training stations there are not equal to those in other communities.

Somewhere in the early seventies HEW de-emphasized using Federal vocational funds to build capacity. If you go back and read the Congressional Record in the early sixties on this legislation, you will find that one of the intents of Federal funds was to build an institution capacity in this country.

At that time, the cities had greater capacity. However, I would point out to you that one of the communities where we have real needs in the inner cities. I think as you look at a continuing Federal role, it is important to look at history a little bit. Most of us in the field consider modern vocational education to start with the 1963 Federal Vocational Education Act.

If you were to take the time, Mr. Chairman, to read the Panel of Consultants' Report that was issued in 1963—it was appointed by President Kennedy in 1961—you would find no comparison of the state of vocational education as they found it then with the state of vocational education today in America. The panel could only find just over 600 institutions that offered comprehensive programs of vocational education. If you will look at table 1 on page 9 of my testimony, you will find more than 8,000 such institutions now.

The Federal law over the last 20 years, has certainly modernized the programs and one of its great achievements has been to expand institutional capacity.

Second, you have had a growth in those occupational areas where there have been demands for people. In addition, you have seen a growth in people enrolled of all ages, of all communities and, particularly, a growth in the seventies in the enrollment of special populations, youth and adults.

In 1961, only 21 people out of every 1,000 in this Nation were enrolled in some kind of program of vocational education. In 1980, 71 out of 1,000 annually were enrolled in some kind of program. There is a great variance among the States and there have been some major geographical shifts in vocational programs over the past 20 years.

But the point I would make is that we only have enough capacity today to serve 18 percent of the secondary age youth in occupational-specific programs. There are cities such as New York that have turned away 12,000 to 15,000 youth a year because those training stations are not there. This is serious because you find a difference in the holding power of the school and the dropout rate of those youth who get into the programs and those who do not.

In a given year, you can only serve 3 percent of the population between the ages of 19 and 34. The average age of students enrolled in postsecondary and adult vocational programs is 29.

So, as we look to the future, we think that the Federal role of the past 20 years has made a difference. But, we think the needs ought to be redefined in terms of what they will be over the next 20 years. I would like to share with you four or five of those emerging needs as we see them.

One of the difficult problems that we face across the country is how to keep the capacity that is now there now current with the requirements of the work place. I am going to just select one occupational area to illustrate my point.

Recently, we have been working with insurance companies that insure automobiles, and with automobile manufacturers. There are over 35,000 small auto repair shops in this country. The new unibody automobile is not bolted together; it is put together differently, with different metals, different welding process; it has no frame under it, has a different suspension system under the front end, has a more complex electronic system.

The insurance companies found that expensive cars were totally being written off, because most auto repair shops do not have the capacity to repair them, both in the technical knowledge nor in the new kind of equipment you have to have.

As we began to work with this group to put together a national effort, we ran into problems. First, it looks like we would have to take several hundred auto body instructors, and they would need 150 hours of instruction themselves in order to adopt the curriculum. Second, we would have to take the manufacturers' materials and convert them into instructional materials, because you cannot buy this kind of vocational education instructional materials from publishing companies yet.

Third, there has to be about $20,000 or $25,000 invested per lab to bring the labs up to the state-of-the-art of the technology.

Now, as you look at that, there are 35,000 small businesses impacted, several thousand more people who work in this area, and yet many of our labs are continuing to produce people for an old technology. That illustrates one part of our problem. We could take that and go across the 400 occupations——

Senator KENNEDY. Why is that a Federal responsibility?

Dr. BOTTOMS. Well, to a large extent, it has been Federal policies that have driven the changes in the automobile and energy policies. The small employers which these 35,000 small firms represent do not have an in-house training capacity, and are not involved in the manufacturing process. It is the small employers who depend a great deal on the vocational school for help, and the problem that we have is simply one of trying to keep that program current for them.

In terms of the overall economic health of the Nation, it is essential that there be Federal investment in keeping vocational traingn current, it seems to me, because Federal policies do drive our trade policies, our energy policies, and the tax policies. They have promoted greatly the advancement of technology into the work place; however, they have not come back and looked at consequences of those induced changes on the human capital dimension that will be required, particularly in terms of a lot of small employers.

In 1981, for example, we surveyed 227 of our institutions—if you would like this material I would be glad to share it with you. We found that 64 percent of them had no technology in alternate forms of energy, 82 percent had no robotic technology, 41 percent had no microprocessing technology, 85 percent had no laser technology, 89 percent had no fiberoptic technology, 74 percent had no technology in computer-assisted design or computer-assisted manufacturing, and 54 percent had no technology in their instructional program in electromechanical.

These are the areas of the growing technologies and we have to come back and build a capacity here. While financial aid helps students pay tuition in the public institutions, it is also built on the notion that it helps support a quality institutional capacity. Most of these public vocational institutions charge a very low tuition rate that does not drive an institutional capacity.

Consequently, we find in some places local systems and institutions continue to operate programs that are no longer needed because it is more economical to do so. It may take $100,000 to stop that program and retool the lab. It is simply cheaper to continue with a program that is outdated.

One of the Federal roles has to be to help keep this institutional capacity we have more current in terms of the demands and the requirements of the marketplace.

The notion of excellence is a second area. It could be said that one of the great achievements of the Federal policies over the past 20 years has been to expand capacity and access. I think one of the driving forces over the next two decades ought to be to raise the quality of vocational programs, in terms of excellence. We offer a number of suggestions in the testimony, but I would especially ask that you take a look at tables 7 and 8 in the testimony.

Since 1975, we have had students in some of our technical and skilled areas compete with students from 15 other nations. You will find that we have excelled only in the automotive area. It is not that our students are not as bright; it is simply that they have neither had exposure to the same time length in programs, nor the same intensity of a math, science, and technical base.

We think it is in the interest of the Federal Government to help encourage States and local communities and the private sector build a mechanism in which we can have several thousand youth a year come out with advanced-level skills. We think it is important to have an ability in this country to take what we know and convert it into new and improved products.

Next, a strong Federal role could help greatly to connect this network of institutional capacity to the training and retraining problems of adults and could particularly help in terms of the unique financial problems that States have in doing that.

Special population youth especially need access to quality vocational programs. We still have 25 percent of our youth who do not finish high school. The proportion of disadvantaged special populations youth will increase throughout this decade and the next.

We see a need for a real compensatory kind of Federal role that focuses on helping those young people succeed in the mainstream kinds of programs, those who can particularly benefit from those efforts. We do not believe that $150 million, which is what the set-asides come to right now, is an adequate amount of money. We ought to take what we have learned about the transition process over the past decade and see if we cannot begin to incorporate that into a Federal policy very similar to ESEA title I that has worked very effectively in the first three or four grades to raise the basic skill level of poor and disadvantaged youth. We feel that same kind of concentration for youth, where they can connect basic skills to an occupational goal, can do a great deal to facilitate a successful transition from school to work.

In relation to a continuing Federal role with a focus on the homes and families, we feel the consumer homemaking community has been very responsive to the Federal priorities in the existing legislation. We see a definite need for a continuing focus that seeks to improve and build the existing capacity to further address these Federal initiatives.

In our testimony, we have outlined our conception of a design for a piece of new legislation. I am sure there are many ways to do that, but I would just simply like to point out a couple of additional items. If you would look at table 11——

Senator PELL. Excuse me, Dr. Bottoms. I have to recess at 11:30, and I have a couple of questions, so the choice is whether you go ahead with your testimony or I ask the questions on the record.

Dr. BOTTOMS. I sense the need to put it in a tighter bundle, and I am about to do that, Mr. Chairman.

I want you to look at table 11 and table 10. We hear a lot about this 11 and 12-to-1 State and local to Federal match. I have identified in table 10 those several programs in which the State and local match is only about 3 to 1. In addition, you will find that the per pupil investment in vocational education, when you take into consideration both Federal and State funds, is considerably lower today than it was a decade ago.

In summary, we believe that there is a need for a continuing Federal role in vocational education. We think without this kind of permanent piece of legislation focusing on sustaining the capacity, the ability to perform rescue operations in times of major emergencies will not be there.

Thank you.

Senator PELL. Thank you.

What do you think, Dr. Bottoms, should be the mix between postsecondary and general education? In other words, what portion of the money should go into high school level and what portion of the money should go into post-high school?

Dr. BOTTOMS. Mr. Chairman, we would suggest, particularly in the basic State grant, that the legislation give an emphasis on at least 30 percent of those funds going to build capacity at the postsecondary level. We would then allow the States to sort out how the remaining priorities would be allotted. If you will notice in one of the tables, the one program that has only doubled enrollment in the last 16 or 17 years has been enrollment in technical fields. By all projections, that is going to be the major growth area, one of the major growth areas.

We find that most postsecondary institutions simply do not have capacity in these crucial, growing technologies. That is the basis for this recommendation.

Senator PELL. This emphasizes, then, the point you touched on earlier that only 8 percent of our secondary school vocational education facilities are located in cities with populations of more than 1 million, even though about a quarter of our Nation's people live there. What can we do in this regard? Is it a question of focusing money on these population centers?

Dr. BOTTOMS. Yes, you had within the existing legislation, subpart 4, some capacity to do that there. I think you have to give some focus to assisting those communities to expand capacity in urban areas.

Senator PELL. Right. Another question that bothered me particularly is the services that vocational education now provide to older Americans, and I use the figure 45 and over to cover old Americans. Are these services being rendered now?

Dr. BOTTOMS. Mr. Chairman, I do not——

Senator **Pell**. Excuse me. Here I am thinking of somebody who has lost their job through structural unemployment.

Dr. **Bottoms**. A number of States have done a great deal or are beginning to do some things in terms of working with the unemployed. The average age of the postsecondary student and adult enrolled in vocational programs is 29. I simply do not know the number of folks being served over 45. I would ask Dr. Padham if he might not share what he is doing in Maine.

Senator **Pell**. Fine.

Dr. **Padham**. Good morning. I cannot give you any numbers, but I know that we have programs in retraining and upgrading for older adults, and we are taking care of this in our particular State, but I cannot give you the numbers at this time.

Senator **Pell**. I thank you very much, gentlemen.

I regret to say I am going to have to recess this hearing. Fortunately, our chairman will be back and the hearing will be resumed at 2 o'clock in this room, Senator Stafford, our chairman, presiding, and the next panel will, I hope, be here then, and I would also ask Dr. Bottoms, if it is not an imposition on him, if he could be around at 2 o'clock, too.

[The prepared statement of Dr. Gene Bottoms and questions with responses follow:]

STATEMENT

OF

DR. GENE BOTTOMS

EXECUTIVE DIRECTOR

AMERICAN VOCATIONAL ASSOCIATION

BEFORE THE

SENATE SUBCOMMITTEE ON EDUCATION,

ARTS, AND THE HUMANITIES

CHAIRMAN

THE HONORABLE ROBERT T. STAFFORD

FEBRUARY 23, 1983

Mr. Chairman and members of the committee, I am Gene Bottoms, Executive Director of the American Vocational Association. I am pleased to be able to speak to you today on behalf of the 50,000 vocational educators who make up the membership of AVA. Our association has a strong and continuing commitment to a common mission of providing quality opportunities to prepare for employment to the youth and adults of this nation.

The views and the positions I will present today represent a consensus of hundreds of vocational educators who have been working together for more than three years now on addressing what they feel is required in newly reauthorized vocational education legislation. Ten legislative study teams, made up of AVA members, worked for two years on arriving at a series of directional positions for the association. Through meetings at our annual convention and through regional hearings, the views of hundreds of additional members have been heard. The association's primary policymaking body, the Assembly of Delegates, has adopted resolutions on almost all of these issues and the association's Board of Directors has approved all of the positions presented here today.

This overview of the actions we have taken shows clearly that the directions we are recommending for the new legislation do not represent just the views of a few key leaders. They are in fact the wishes of a broad grassroots segment of our membership.

The nation has a very diffuse and decentralized enterprise of vocational education that is neither governed nor organized centrally.

This enterprise is a national resource that can be utilized through proper national leadership that is not intrusive upon state and local initiatives.

Since the beginning of the involvement started by the historic Smith-Hughes Act of 1917, the federal role has been to assist states and local communities to address national priorities and concern in the context of local and state needs. This partnership approach must be preserved, with each unit of the partnership carrying out its appropriate role in assuring that the nation's needs for employment preparation are met responsibly and in the most effective manner possible.

1. NATIONAL ISSUES WHICH MANDATE AN INCREASED EMPHASIS ON VOCATIONAL EDUCATION

Across our television screens, the front page of our daily newspapers and major news magazines, and in numerous studies, the case for federal involvement in vocational education is being made every day.

The messages confirming the need go something list this:

- Unemployment is at levels not surpassed since the days of the depression.
- Upswings in the economy will not completely solve the unemployment problem. According to the Congressional Budget Office, fully a quarter of the workers who are currently unemployed will never again work in the areas for which they were prepared because these jobs have disappeared.
- Technology is changing the way many jobs are performed, thus altering the knowledge and skills required of those who fill them. Robots and computers will affect almost seven million jobs in factories and 38 million jobs in office, requiring a new level of technical literacy from these workers.
- Worker displacements totalling between 20 and 30 million are predicted as a result of an increased use of robots and the loss of jobs because of foreign competition.
- Advancing technologies, such as robotics, computers, optical data transmission systems, microelectronic monitors and controls, are so altering the work setting in many occupations that current workers must acquire new knowledge and skills to function effectively. Yet most vocational programs will have to be upgraded before they can assist in providing the essential skills

to current or potential workers.

- Although workers in the productive age group--25 to 44--will comprise more than half of the American workforce by 1990, we have no adequate means of providing the level of retraining that will be required to enable these current workers to keep their skills upgraded.
- The proportion of skilled workers in the labor force has fallen from 29 to 26 percent and current programs cannot meet the needs of industry to replace these workers.
- A recent report released by the House Committee on Armed Services shows that there are shortages in the number of skilled production workers, machinists, electronic technicians, tool and die makers, test technicians, optical personnel and skilled assemblers and these shortages are undermining the strength of the defense industrial base.
- A recent article in The Futurist predicted that by 1990 there will be a need for more than eight million highly specialized technicians. Current programs to prepare such technicians can meet only about ten percent of that demand.
- The U.S. productivity growth rate has lagged behind foreign competition for more than a decade. Harvard economist, James Medoff, has calculated that as much as 60 percent of the drop-off in productivity growth may be due to a "Labor Market Imbalance"--a misfit of people to jobs.

Vocational Education's Role

The nation's vocational education programs have a central role to play in addressing these pressing needs, which are affecting virtually every workplace and literally millions of American workers. And, the involvement of the federal government as a catalyst in keeping these programs in tune with national priorities remains as essential today as ever.

To a greater extent than any other area of education, vocational education must adapt to a changing array of needs. Its measure of excellence is its responsiveness to the workplace, and federal support has provided the edge that has allowed it to meet the demands that this standard implies.

As practioners, vocational educators are the first to recognize that our field must continue to change if it is to fulfill its basic mission. The recommendations encompassed in this document suggest what some of these changes must be and show how the reauthorized vocational education legislation can serve to facilitate them.

The directions set by the federal government through the Vocational Education Act legislation make it possible for a diverse, diffused and decentralized enterprise to respond in a cohesive manner to national purposes. All of the positions we support and will present today are based on this important premise: Federal legislation must set the direction for connecting vocational education's resources to critical national purposes and foster change as required to meet that goal.

My Comments will focus on three topics designed to show the essential nature of the federal commitment:

- An examination of the basis for a continued federal role in vocational education as viewed from what that support has helped to achieve over the last two decades.
- A statement of what the federal role should be in the future to remain responsive to the marketplace, including an evaluation of inadequancies in the current legislation in light of that mandate.
- An overview of provisions which the new legislation should contain if it is to encourage the development of vocational programs that will achieve national purposes.

2. THE IMPACT OF FEDERAL INVOLVEMENT ON VOCATIONAL EDUCATION: A TWENTY YEAR OVERVIEW

On February 20, 1961, President John F. Kennedy, in a message to Congress on American education, called for what was to become a major expansion and revitalization of vocational education. He announced the establishment of a Panel of Consultants on Vocational Education charged with the responsibility of reviewing vocational education legislation and "making recommendations for improving and redirecting the program."

The recommendations which came from that body, outlined in its landmark report, Education for a Changing World of Work, called for three major changes which it felt were essential to the future success of the programs:

- A modernization of programs and an expansion of facilities.
- An expansion of the overall capacity of the programs, especially in growing occupational areas.
- An extension of programs to all persons of all ages in all communities, with increased emphasis given to out-of-school youth and adults.

The 1963 reauthorized Vocational Education Act which followed addressed these concerns, with declared major purposes of: Maintaining, expanding and improving existing programs and developing new programs so that "persons of all ages in all communities....will have ready access to vocational training or retraining which is of high quality." These purposes were defined and expanded further in the 1968 and 1976 legislation which required set-asides for members of certain special population groups, as well as, special provisions designed to achieve sex equity.

A comparison of the condition of vocational education today with the conditions of two decades ago as described by the Kennedy panel shows graphically how federal initiatives can make a substantial difference.

The most dramatic evidence of the impact of federal legislation is exemplified by the expansion of the institutional capacity to provide vocational and technical programs. In 1960, there were approximately 600 institutions nationwide which could be defined as area vocational centers. (A vocational center is an institution offering at least six vocational programs, including at least four of a laboratory nature.) Today, schools offering such a comprehensive range of vocational offerings, include almost 5,000 high schools, 1,500 area vocational high school centers, more than 800 postsecondary vocational and technical schools, more than 1,100 technical and community colleges and several hundred four-year institutions which offer associate degree programs in a variety of vocational and technical areas. (See Table 1.)

Yet even this expanded capacity has not met all the needs. Inner cities of large metropolitan areas and sparsely populated rural areas are the communities most likely to have an inadequate capacity to meet the needs that exist. (See Tables 2 and 3.) This is due in part to the fact that in recent years the Department of Education has discouraged states from using federal funds to help local agencies build their institutional capacity.

TABLE 1

PUBLIC INSTITUTIONS OFFERING SIX OR MORE VOCATIONAL EDUCATION PROGRAMS

Comprehensive High Schools	4878
Area Vocational High School Centers	1500
Postsecondary non-degree granting area vocational-technical schools	811
Community and technical colleges	1118

These institutions serve youth and adults of all ages, and many are utilized on a 12-to-16 hour a day basis.

Source:

Digest of Educational Statistics, 1981, (p. 167)
U. S. Department of Education
National Center for Educational Statistics

TABLE 2

DISTRIBUTION OF INSTITUTIONS AND INSTRUCTURAL STATIONS IN POSTSECONDARY SCHOOL VS. POPULATION[1]

Population Region Type	Institutions Number	Institutions Percent	Stations[2] Percent	Population Percent	Institutional Shortfall	Station Shortfall
A. Central City, Metropolitan Population over 500,000	103	9.3	13.3	22.8	-13.5	- 9.5
B. Suburb, Metropolitan Population over 500,000	110	10.0	10.5	38.0	-28.0	-27.5
C. Central City, Metropolitan Population 100-500,000	102	9.3	17.1	8.9	+ 0.4	+ 8.2
D. Suburb, Metropolitan Population 100-500,000	33	3.1	2.9	3.6	- 0.5	- 0.7
E. City or Town Population 25-100,000	197	17.8	15.5	3.1	+14.7	+12.4
F. Town or Region Population 0-25,000	I15	10.5	6.7	23.6	-13.1	-16.9
G. Service Area not Elsewhere Classified	440	40.0	34.0	NA		
Totals[3]	1,100	100.0	100.0	100.0		

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[1] Note that institutions are reported by the type of region in which they are located. A town/school district of 3,000 which is a suburb of New York would be reported in the column headed "Suburb Metro Area 500K+". The estimates of population distribution reflect population location and not town or school district population. This distribution is important in assessing the construction of vocational education facilities.

[2] Instructional stations.

[3] Instructional totals (6,600) do not equal total survey responses (6.693) because some institutions did not respond.

Source: Woodruff, Alan (project Director) National Study of Vocational Education Systems and Facilities, Institutional Development Associates Inc., 1978

TABLE 3

DISTRIBUTION OF INSTITUTIONS AND INSTRUCTIONAL STATIONS IN SECONDARY SCHOOL VS. POPULATION

Population Region Type	Institutions		Stations[2]	Population	Institutional	Station
	Number	Percent	Percent	Percent	Shortfall	Shortfall
A. Central City, Metropolitan Population over 500,000	453	8.1	10.6	22.8	-14.6	-12.2
B. Suburb, Metropolitan Population over 500,000	597	10.7	13.5	38.0	-27.3	-24.5
C. Central City, Metropolitan Population 100-500,000	368	6.6	8.2	8.9	- 2.3	- 0.7
D. Suburb, Metropolitan Population 100-500,000	277	5.0	6.1	3.6	+ 1.4	+ 2.5
E. City or Town Population 25-100,000	958	17.3	21.4	3.1	+14.2	+18.3
F. Town or Region Population 0-25,000	2,402	43.2	34.5	23.6	+19.6	+10.9
G. Service Area not Elsewhere Classified	505	9.1	5.7	NA		
Total[3]	5,560	100.0	100.0	100.0		

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[1] Note that institutions are reported by the type of region in which they are located. A town/school district of 3,000 which is a suburb of New York would be reported in the column headed "Suburb Metro Area 500K+". The estimates of population distribution reflect population location and not town or school district population. This distribution is important in assessing the construction of vocational education facilities.

[2] Instructional stations.

[3] Institutional totals (6,600) do not equal total survey responses (6,693) because some institutions did not respond.

Source:

Woodruff, Alan (Project Director) National Study of Vocational Education Systems and Facilities, Institutional Development Associates, Inc., 1978

A comparison of the institutional capacity to the total U.S. population in 1980 shows that there actually was only enough capacity to serve about 18 percent of all secondary-age youth through occupational-specific programs and only about three percent of those 19 to 34 years of age, within any given year.

The increased accessibility of vocational programs to both youth and adults over the past 20 years is graphically illustrated by a comparison of the proportion of the U.S. population participating in vocational education programs then and now. In 1960, 21 of each 1,000 persons in the United States population were enrolled annually in vocational programs. By 1980, 71 of each 1,000 persons were participating in vocational education.

An equally important measure of change is an analysis of where growth has taken place. The 1963 VEA specifically stipulated that program expansion should occur in those occupational areas with growth potential. A comparison of enrollments in 1965 and 1980 shows that this has occured. Enrollments in marketing and distributive education, health, occupational home economics, business and office occupations, technical and trade and industrial programs have grown dramatically. (See Table 4.) These are the fields where the opportunities for employment have also been growing.

In 1963 Congress expressed special concern for assuring that members of special population groups have access to quality vocational education programs. Included in this category were students who were economically or academically disadvantaged, handicapped individuals and those with limited English-speaking ability. This federal

TABLE 4

CHANGES IN ENROLLMENTS BY OCCUPATIONAL CATEGORIES*

Occupational Category	Enrolled in 1965	Enrolled in 1980
Agriculture	887,000	878,529
Distributive	333,000	961,018
Health	67,000	834,296
Consumer and Homemaking	2,098,000	3,385,736
Occupational Home Economics	0	551,862
Office Occupations	731,000	3,400,057
Technical	226,000	499,305
Trade & Industry	1,088,000	3,215,987
Total	5,430,000	13,726,790

* These figures are on comparable programs

Source:

Vocational and Technical Education Annual Report FY 1965, (Washington, D.C.: U. S. Department of Health, Education and Welfare. Office of Education, 1965).

Vocational Education Data System, (VEDS) (Washington, D.C.: National Center for Education Statistics, 1982) focus on equity assured that vocational educators would devote special attention to how they might best offer opportunities for these groups to participate in and successfully complete vocational programs. The goal of these efforts has been to help participants move into private sector jobs and thus avoid becoming drains on society.

During the decade of the Seventies, enrollment of all special population groups in vocational education increased dramatically, and in line with the development of programs to meet the unique needs of this group. (See Table 5.)

Progress made in this area has come about despite the fact that the resources allocated for this effort and the provisions made in the legislation for addressing the problems of these groups have been inadequate. As the numbers of special population youth and adults seeking vocational education have grown, it has become increasingly difficult to provide the extra services and the individualized attention required to help these groups make a successful transition from school to work.

In 1976, Congress added a new federal purpose to the vocational education agenda by making the achievement of sex equity a national priority. A look at the distribution of enrollments by sex in each of the vocational education programs shows that progress has been made in encouraging enrollments in programs that were previously non-traditional for the members of one sex. The enrollments of females in agriculture, trade and industrial and technical programs now exceeds 15 percent. At the same time, the enrollment of males in

TABLE 5

DISADVANTAGED AND HANDICAPPED STUDENTS IN VOCATIONAL EDUCATION

1972 THROUGH 1976

Categories	1972-3	1973-4	1974-5	1975-6	1979-80
Reported enrollment of disadvantaged students in vocational education	1,581,025	1,631,922	1,799,977	1,873,304	2,038,943
Reported enrollments of Handicapped students in vocational education	222,713	234,469	266,744	284,231	400,575
Limited English Proficiency (LEP)*					72,731

Source: U.S. Office of Education forms 3138 and 346-3 U.S. Department of Health, Education and Welfare, Washington, D.C. FY 1971 - 1976. *National Center for Educational Statistics, 1979-80 VEDS.

health, consumer and homemaking education and business and office programs have expanded to 25 percent or better. Although progress has undoubtedly been slower than many would wish, we believe that the federal focus on this concern has raised conscious awareness concerning long-held social and cultural stereotypes. (See Table 6.)

This quick review of the impact of federal legislation during The past twenty years shows us that there is much to be proud of. the direction set by Congress has enabled vocational education to change in ways that made it more relevant to the needs of the day.

Though the dollars involved are small in relationship to the resources allocated to these programs by states and local communities, the important catalytic effect of the federal involvement in addressing the national priorities identified here must not be minimized. The match of federal dollars for programs to serve special population groups and for improvement activities was especially critical. For each federal dollar appropriated in 1980, states and local funds provided less than three dollars. Thus, more than $300 million of the $640 million federal dollars expended in 1980 were matched with approximately three(3) state and local dollars for each one(1) federal dollar.

Removing federal dollars from these programs would result in a de-emphasis on improving the quality of vocational education programs and their accessibility to special population groups.

In summary, as we look at the federal policies of the last twenty years, we can state that they have been successful in:

- Developing, expanding and modernizing the institutional capacity.
- Encouraging enrollment growth in areas where jobs were emerging.

TABLE 6

ENROLLMENTS BY SEX IN VOCATIONAL EDUCATION PROGRAM AREAS

Program Area	1972		1978		1980	
	Male	Female	Male	Female	Male	Femal
Agriculture	94.7	5.3	82.7	17.3	83	17
Distributive	54.8	45.2	48.6	51.4	48	52
Health	15.4	84.6	22.1	77.9	25	75
Consumer and Homemaking	7.9	92.1	19.8	80.2	29	71
Occupational Home Economics	14.0	86.0	17.5	82.4	24	76
Office Occupations	23.7	76.3	24.4	75.6	28	72
Technical	90.3	9.7	82.4	17.6	80	20
Trade and Industrial	88.4	11.6	84.6	15.4	82	18

Source: United States Department of Health, Education, and Welfare, Division of Vocational and Technical Education, Status of Vocational Education in 1978, 1979. *National Center for Educational Statistics, Department of Education.

- Focusing on the unique needs of special population groups and in providing some of the mechanisms needed to mount new and intensive efforts to serve them more successfully.
- Expanding the participation of members of both sexes in non-traditional programs.

It is fair to say without the sound base of the Vocational Education Act legislation, none of these initiatives would have been achieved to the extent they have been. This legislation is unique in the whole area of employment related education and training laws. It is the one permanent piece of policy which has enabled our nation to provide stable and continuing programs designed to prepare people for employment.

This legislation, which is dependent upon a partnership with state and local governments, is quite different from legislation that is designed to mount a rescue operation in times of emergency. To abandon this involvement would seriously cripple the ability of the only in-place structure this nation has to prepare people for employment to grow and change in keeping with national priorities. At the same time it would seriously hamper the national ability to provide emergency training when needed. The importance of a permanent capacity to prepare people for work was emphasized during debate leading to the recent passage of the Job Training Partnership Act. Without the facilities and programs of the vocational education enterprise, it would be impossible to carry out the intent of the JTPA. The costs would be astronomical and the number of people who could be served would be far fewer. The strong foundation provided by the vocational education program is essential as a means of carrying out many federal endeavors.

Some people argue that the program is well-established and now it is time to move on to another frontier. We cannot stress too strongly that the business of edcation for employment will never be finished nor will the need for changes in the programs designed to carry out this purpose.

Today, in view of the serious state of our economy, the high levels of unemployment, the enormous demand for retraining and the requirements for a much greater supply of skilled workers, we simply cannot afford to let our permanent system of preparing workers deteriorate. The federal impetus has been essential for meeting such requirements in the past. It is even more imperative for the health of the enterprise in the future.

3. THE FUTURE ROLE OF FEDERAL INVOLVEMENT IN VOCATIONAL EDUCATION

The nation's programs of vocational education face a number of serious problems which must be addressed if they are to continue to be of value to their students, employers and to the general welfare of the communities they serve. In this section we will attempt to outline what these needs are and how the federal government, through reauthorized legislation, might help to address them.

PROBLEM: Vocational education programs are experiencing significant difficulties in keeping programs current with the requirements of the workplace.

WHY THE PROBLEM EXISTS: The new technology that is so radically changing the way work is done in America mandates changes in the way programs preparing workers for these occupations are taught. New equipment, curriculum and teacher retraining are all required to bring existing programs in tune with the new technology. There are few vocational areas that will be untouched by the impact of computers, automation and other technology advances.

To grasp the seriousness of this problem, let us look at one field--the autobody repair industry. The unibody construction of automobiles has rendered obsolete over 35,000 autobody shops around the country. These shops are unable to repair automobiles with this new construction.

As a result, damaged unibody cars must be written off as total wrecks because they can't be repaired. This is greatly increasing the drain on automobile insurance companies, who pass their increased costs on to consumers in the form of higher automobile insurance costs.

Vocational education programs could help stop these escalating problems if they could afford to purchase the instruction equipment approved for repairing the unibody car, acquire new instructional materials and provide their auto body instructors with the 150 hours of instruction required to enable them to acquire the background knowledge and skills they need to teach others these new concepts.

But they do not have the funds to make these changes, and the vicious cycle will continue until they do.

Virtually no vocational education programs are adequately keeping pace with technological advances at present. An AVA survey of a representative sample of vocational institutions conducted in 1981 produced a number of alarming findings about the current situations:

- New technology advances had been incorporated into only about three percent of the existing vocational education programs.
- A significant portion of the equipment being used in vocational education programs was obsolete. The percentage of out-of-date tools and equipment, based on dollar value, ranged from a high of 30.4 percent for trade and industrial education programs to a low of 20.5 percent in consumer and homemaking education.
- An average of $375,000-$376,000 per school district would be required to bring equipment in trade and industrial and technical areas up-to-date, according to estimates from survey respondents.

° Equipment in programs was replaced at annual rates ranging from a high of 9.7 percent in business and office programs to a low of 8.1 percent in health programs. At this rate less than a third of the obsolete equipment would be replaced in one year.

Local agencies and institutions all over the nation need to develop new programs in emerging technologies and replace some programs with others which prepare students in areas where employment opportunities are greater. But the inadequacy of resources to keep up is leading to a dangerous form of "economizing". It costs less simply to maintain a vocational education program no longer needed than to make the investment in new instructional equipment, curriculum and faculty, and many institutions are doing just that. This is exactly the kind of economizing that in the long term will be disastrous to this nation's economy.

SOLUTION: Our national economy cannot afford such "economizing" when it is trying to build a better prepared and more highly skilled workforce. It is therefore imperative for the federal government to intensify its commitment to upgrading and improving our vocational education capacity to prepare people for the new jobs and equip them with the new knowledge that many existing jobs will require in the future.

The nation's vocational education enterprise is heavily dependent upon federal funds to initiate new programs. According to data from the FY79 Vocational Education Data Survey, issued by the National Institute of Education, the federal government provided approximately half of all funds available for new program development, 65 percent of the funds for curriculum development and almost half of the funds for teacher education, both pre- and in-service.

From these figures it is clear to see that without federal funds the situation concerning these essential elements of an up-to-date, in-tune vocational education program would be even more critical than it already is. New legislation must address these inadequacies by approving legislation that makes keeping programs up-to-date a priority and by providing the resources to make this a reality.

PROBLEM: Standards for vocational education must be as high as those of any other type of education programs. This will require programs that offer the background knowledge necessary to understand the principles that underlie an occupational area, job-specific skills, citizenship, personal and leadership development skills and the strong basic skills that are at the foundation of all future learning, whether in school or in the workplace. Yet not all vocational programs meet this measure of excellence.

WHY THE PROBLEM EXISTS: The artificial distinctions that many would make between the vocational education and the academic curriculum serve to preserve outdated sterotypes of each. For education truly to be liberating, we must recognize that vocational education offers an alternative way of learning that frees many from the burden they have carried as a result of their inability to succeed in other education programs. For these students, discovering that they can, in fact, learn gives them a whole new perspective of their abilities and the pursuit of further education. Despite the clamour of critics, there is no evidence that vocational education limits options or forecloses future alternatives. Many of the critics simply equate vocational education with training. They see it as extremely narrow, focusing only on the specific skills required to do a particular job with no carryover to acheiving the broader objectives of a personal citizenship and common skill development for all workers. Vocational education at its best encompasses those objectives.

Approximately 55 percent of the high school students who take the most vocational education in high school now go on to other educational programs after graduation. The avenues of further education are more diverse than for other high school graduates. Through vocational education they have learned how to apply knowledge and to use their intellectual processes to succeed in all life area.

Vocational education students also learn through their work how to work with and respect others. The vocational student organizations, which are an integral part of all good vocational education programs, stress leadership development activities that help participants learn how to become better citizens.

And, quality programs reinforce all of the basic reading, writing, speaking and listening skills. In recent years our nation has become disturbed about the inadequacy of the math, science and other technical literacy skills of high school graduates. As we explore various options to address this inadequacy, it is important to note that many vocational education students can develop these skills through specialized courses in such areas as physics and math taught in the context of their application to the problems of a specific occupational area. This will help to produce vocational education graduates with the capacity to grow and apply the changing technologies.

SOLUTION: The pursuit of excellence in vocational education should be the one overriding theme permeating newly reauthorized legislation. It cannot suggest that less is expected of vocational education students than of others. National initatives must encourage vocational students to pursue tough and demanding standards in their chosen occupational fields. This theme is essential if we are to ensure that the talents of all of our citizens will be unleashed, for the national goal must be improvement in the lives of all Americans, whether they be repairpersons, technicians, doctors, managers and all other alike.

Improving Math, Science and Technical Literacy Skills--Americans continue to accumulate the lion's share of the Nobel prizes. Yet, Japan, with only four Nobel prizes to its credit in the whole history of the awards, continually beats us in the production of new products, utilizing American scientific breakthroughs.

America has a problem in the utilization of advanced technologies. Part of the problem stems from the fact that we haven't considered it a priority to produce the level of technically skilled workers who understand the principles of science and math underlying a technology. Increasingly, our national emphasis has been on short-term narrowly focused training without an equally intense emphasis on developing programs that will help vocational education students at the secondary and postsecondary levels to understand the applied technology principles undergirding their occupational area.

One important federal role must be to assist in strengthening the math, science and technical literacy base in relationship to broad occupational goals. Such an emphasis can produce graduates who work smarter and who can contribute to turning around our sagging productivity.

A New Approach to Advanced Level Preparation--Meeting the national demand for advanced level skilled workers requires that we begin to look at a new type of specialized intensive, long-term education program that currently does not exist in America. The absence of such a program does make a difference in a world market. That fact is graphically illustrated by looking at how American students fare in competition with students from all over the world in the International Skills Olympics. The average score for the United States in all trades entered in the most recent competition was lower than scores for either the European or Asian nations. (See Table 7 and 8.)

These data clearly illustrate this nation's inattention to preparing advanced-level skilled workers who can translate state-of-the-art technology into new products that could aid our competitive position in the international marketplace. Clearly, one of the roles for federal support of vocational education has to be to encourage states and local communities to look for creative approaches to preparing several thousand graduates with a high level of technical skills each year. These students should be able to compete successfully with graduates of programs anywhere else in the world. For that to occur, some programs will have to become more intensive, including a strengthened math and science base and broad spectrum of experiences in the private sector.

TABLE 7

INTERNATIONAL SKILL OLYMPICS

Countries	Auto Mechanics	Precision Machining	Welding	Construction Trades	Electronics	Average Score On All Trades Entered
Central European	77.8	61.7	61.3	71.67	69.65	67.02
United Kingdom and Other European	76.41	54.6	57.9	60.6	59.08	57.9
Asian	79.93	81.93	76.4	71.55	81.03	73.43
United States	80.2	46.1	53.4	53.13	68.5	53.6

TABLE 8

INTERNATIONAL SKILL OLYMPICS SEVEN-YEAR AVERAGES

Country	Average Performance in All International Skill Competitions*
Belgium	55.8
Ireland	57.2
Netherlands	61.7
Portugal	53.8
Spain	60.8
United Kingdom	58.3
Austria	67.82
France	63.50
Germany	66.3
Japan	73.8
Korea	78.2
Lichtenstein	69.0
Switzerland	68.5
Taiwan	68.3
United States	53.6

*Since 1975

Such an initiative would give us a level of training that is more in line with the level of training found within the European four-year system of vocational education apprenticeship. An example might be a Two-Plus-Two Program. As we envision this program, it would involve students starting at the 11th and 12th grades of high school and for two years following the completion of high school in an intensive, comprehensive and articulated curriculum. The curriculum for these programs would be developed in close cooperation with representatives of the private sector to ensure that it does, in fact, adequately prepare students for the advanced-level highly-skilled jobs available in occupational areas that are critical to fulfillment of the nation's economic and defense goals. This is not the only approach; others might involve joint vocational education and apprenticeship programs and concentrated programs for unemployed college graduates.

Efforts to raise the knowledge and skills of this nation's vocational education graduates can be given impetus encouraging states to use federal dollars to develop and demonstrate, in cooperation with employers and workers, programs to prepare advanced-leverl workers.

Encourage cooperation with the private sector--We believe the goal of excellence in vocational education can be further enhanced by encouraging a closer partnership with the private sector.

Working with business and industry to plan and implement vocational education programs is certainly not a new concept. Through the largest system of advisory councils in the world, through excellent cooperative education and other work experience programs and through a growing array of special arrangements with industry, the linkages are strong and effective. Yet the demands of the future for new and different types of employment preparation programs attuned to changing technological and other needs of business and industry make it essential that the partnership be strengthened and broadened.

Often within the context of the educational system, the end is to get students into vocational education. That is especially true of persons who see vocational education as nothing more than a compensatory program. If employers are more closely involved, there will be greater assurance that the demands and requirements of the workplace will become the standards for vocational students. If this was the case, those who manage schools with vocational education programs could no longer be satisfied just with enrolling students in the programs. They would also have to become concerned that the performance standards expected by the workplace are being met.

Background papers from the NIE study found that general vocational programs housed in community colleges and specialized institutions had greater contact with employers and workers than did vocational education programs in general and comprehensive high schools.

Federal legislation can and should encourage all vocational programs to work with the private sector to develop the new programs of excellence that will be needed during the next decade and beyond.

PROBLEM: Our nation does not have an adequate means of conducting the enormous amount of upgrading and retraining of the adult population that is required to keep up with technological change and work displacements caused by foreign competition.

WHY THE PROBLEM EXISTS: There is a widely-held belief that the private sector can operate independently of the in-place vocational education programs because they can train their workers better than vocational education can. Although, in recent years, many of our largest firms have established elaborate and sometimes wholly independent training programs, the fact is that the overwhelming majority of the nation's employers neither want nor can afford to do all the training and retraining required.

The idea that extensive training is being conducted by industry is largely a myth anyway, according to Harvard University economist James L. Medoff. As part of his work on a National Institute of Education-funded study, he found that only 4.5 percent of employees 17 years old or older receive organization-sponsored training each year. He says this figure has held pretty constant since 1969.

Despite the fact that changes in the workplace have been escalating with the need for training growing accordingly, Medoff found that the gross average amount of training per employee is only 10 hours, an number that also has not changed since 1969.

Business economists generally agree that small businesses employ over half of the nation's non-government work force, contribute about 48 percent of the total business output and generate over 40 percent of the nation's gross national product. And, these businesses depend almost entirely on the vocational education programs of the nation to prepare and retrain their workers. At the same time, big business has by no means wiped its hands of vocational education. Many of the largest firms in America rely on vocational education programs to conduct at least part of their training, either on-site or in vocational institutions.

SOLUTION: The reauthorized vocational education legislation should identify the problem of worker upgrading and retraining as a critical national concern that must be addressed through our permanent employment preparation programs. With adequate resources, existing institutions could place adults requiring retraining or upgrading in upper slots of high demand programs, expand their hours to offer programs for adults in the evening, go into businesses and industries to provide training on site and develop a multiplicity of other approaches adaptable to the specific needs of a given business or industry.

Vocational education programs are already involved in retraining of unemployed workers and upgrading the skills of those employed, in cooperation with the employment service, state and local economic development agencies and private employers. For example: In Illinois, postsecondary institutions are reimbursed for the tuition cost of unemployed adult workers whom they enroll in vocational programs that are likely to lead to employment.

In Indiana, a pilot program developed by the state board of vocational and technical education is designed to upgrade existing skills, building upon participant's past work experience.

Several states are providing training programs for specific industries which wish to upgrade the skills of their existing employees. For example, in Kentucky approximately 300 employees of one company received training designed to help them improve their productivity.

In Massachusetts, unemployed workers are being retrained for jobs in high demand areas. One of the programs is heavily oriented to the electronics industry, a major employer in Massachusetts. Graduates are able to enter the field at a higher level than is generally possible for workers just entering the industry.

These are only a few of the examples of types of programs underway. The only problem is that most of these programs are extremely limited at present in terms of the number of individuals they can serve because of a shortage of funds to cover the costs. The cost of training the unemployed for a specific job with a specific firm runs about $800 per person. The cost to enroll a participant in open slots of existing programs is approximately $1,000 per participant. The cost to enroll participants in programs offered during a second shift is approximately double that amount at $2,000 per individual because of the dollars required to employ additional instructors. If the programs are in high technology areas, the costs will run considerably higher because of the need to obtain equipment.

With the definition of retraining and upgrading as one of the central purposes of the new legislation and a direction of resources toward that end, vocational education can play a much larger role in this enormous task which is threatening the economic fiber of our nation.

PROBLEM: Employment prospects for members of special population groups are extremely bleak because they often have no skills that will qualify them for available jobs. Current legislative provisions to meet the needs of these groups are inadequate in view of the magnitude of the problem.

WHY THE PROBLEM EXISTS: There is a tendency to believe that the best way to solve the problems of special population groups is to shove them into "special"--and often inferior--programs. Yet in order to succeed, special populations must have access to the same high quality vocational education instruction that is available to all other participants.

Studies show clearly that job placement is higher for special populations when instruction is done in a mainstream program. A study of Comprehensive Employment and Training Act participants conducted by Robert Taggert, found that income gains went up in direct relationship to the amount of time a participant spent in an educational program. (See Table 9.) Yet to provide these students with the special services they require to succeed requires resources that are far more costly than the normal expenditures per student. The services required include counseling services, remedial instruction and job placement assistance, coupled often with the need for some kind of stipend to cover living expenses for participants while in school.

SOLUTION: Our national approach to providing educational access for members of special population groups must be based on the same standards of excellence that we set for all other components of the educational enterprise. Equity cannot be achieved without this commitment to excellence.

To achieve this goal, we must be able to cover the costs of the supplemental services required. The federal role is essential in providing this extra support. The 1970 VEDS data showed that approximately a third of the funding for these special added services comes from federal funds.

TABLE 9

EARNINGS ADVANTAGES OF LONG-TERM TRAINING

	Short-Term trainees (333)	Intermediate-term trainees (167)	Long-term trainees (100)	Gains of moderate-term trainees as percent of gains of short-term trainees	Gains of long-term trainees as percent of gains of moderate-term trainees
Average gain relative to controls in 1977	$ 293	$ 550	$ 1,589	188	289
Average gain relative to controls in 1978	244	898	1,384	368	154
Average gain relative to controls in 1977 and 1978 combined	537	1,448	2,973	270	205
Aggregated gains relative to controls in 1977	97,569	91,850	158,900	94	173
Aggregated gains relative to controls in 1978	81,252	149,966	138,400	185	92
Aggregated gains relative to controls in 1977 and 1978 combined	178,821	241,816	297,300	135	123

Source: A Fisherman's Guide: An Asscessment of Training and Remediation Strategies, Robert Taggert, Michigan, W. E. Upjohn Institute for Employment Research, 1981.

But this figure does not tell the full story. The number of members of special population groups requiring assistance goes far beyond those currently being served. Through reauthorized vocational education legislation, Congress must help states, communities and institutions focus on the kinds of services, including recruitment services, they must offer to assure that greater portions of these populations know about and benefit from vocational education.

PROBLEM: Our nation's depressed communities have the least capacity to prepare people for employment.

WHY THE PROBLEM EXISTS: A major problem facing our nation today is the flow of industries out of urban areas, leaving in their wake large numbers of unemployed workers with very specialized skills. Accompanying this dilemma are these communities with high levels of unemployed youth who have no skills and no means of obtaining them.

Rural communities present a similar problem. They have lost much of their economic base as a result of changing technology in agriculture, which requires fewer workers, larger farms and more sophisticated equipment.

Yet, as noted earlier, these communities have the least capacity to prepare people for new employment opportunities.

SOLUTION: The reauthorized vocational education legislation must give attention to building the capacity of these depressed communities to prepare and upgrade the skills of workers. A program of assistance to rebuild depressed communities can only succeed if it provides citizens with a long-range means to develop their skills so they can become active participants in the revitalization that is required.

PROBLEM: Progress in achieving sex equity has been slower than proponents had hoped, and discriminatory practices and wage differentials still exist.

WHY THE PROBLEM EXISTS: Overcoming generations of cultural conditioning concerning appropriate sex roles cannot be achieved in a few years. The kinds of dramatic changes sought may take at least a generation to accomplish completely.

Progress requires overcoming sterotyped thinking which erects barriers that will only be overcome with continuing emphasis on creating an awareness of the full range of options available to members of both sexes.

An increasing number of women are choosing to enter technical and trade and industrial fields which promise higher pay. The numbers will grow as the number of women in the workforce expand and the role models increase in these fields.

At the same time, an increasing number of men will consider employment in high demand occupations once thought of as "women's work", particularly in business and office and health fields. Unless they do, many may discover that they are unable to find permanent employment.

SOLUTION: The focus on sex equity started in the 1976 legislation, must be continued so that progress can continue in overturning the sterotyped thinking that has limited options. The resources must be adequate to cover the special assistance that many individuals will need to pursue additional education.

PROBLEM: Economic and social changes are threatening homes and families. The result may be a decreasing ability on the part of future generations to cope with personal and work-related problems.

WHY THE PROBLEM EXISTS: The changes that have radically altered the workplace have had equally serious effects on the family. In addition, changes within families themselves put stress on their members and often result in uncertainty and instability. Sometimes, the customs, traditions, and relationships that guided family living in the past are lost in the fast-paced, irregular style that characterizes American life today.

Technology has entered the home, bringing with it new appliances, communication tools, educational and entertainment machines. In addition to learning how to use them to further family goals, families need to make the personal and interpersonal decisions and adjustments their presence demands.

Economic concerns involve families of all income levels. Balances between conserving and consuming must be determined and maintained. Unemployment, inflation, changing economic policies become a part of the everyday life of families.

New family structures and life styles have changes the American home. More children are being raised in single-parent homes. The number of births to unwed teenagers has jumped significantly in the last decade. In two-parent homes, increasingly both adults are employed. Yet, the home remains the foundation for all learning, and the first five years of a child's life, before he or she enters the educational system, form the critical base for all future learning.

All of these factors make it increasingly difficult for all families, whatever the socio-economic level, to cope and to take charge of their lives. The need for help in learning the technical interpersonal and critical problem-solving skills required for building a strong home and family base is more essential than ever.

SOLUTION: The reauthorized vocational education legislation must continue its focus on consumer and homemaking education programs. There is strong evidence that federal involvement has resulted in a focus on preventive programs (at much lower costs than remedial programs) and on programs which foster the family's role in the education process.

The 1981 NIE study found substantial shifts toward a greater emphasis on parenting, family life, nutrition and consumer programs since 1976. Outreach programs for adults and "adult living" courses for high school students were detemined by NIE to be especially responsive to the aims of the 1976 VEA. Both types of programs typically incorporated the four areas given special emphasis in the law: consumer education, resource management, nutritional knowledge and parenthood education.

The study also found that federal funds often provided the only means available to states to establish and maintain the newer programs emphasized in the law. These programs included those designed specifically for disadvantaged adults and other special populations and for areas that were economically depressed.

Similar to the role played by other components of the VEA in the nation's over-all employment-related education and training policy, the family-focused consumer and homemaking title provides a stable base from which to launch a variety of family support and education efforts. The structures, qualified instructional staff and tested procedures make this a major national resource base from which to launch successful and economically-feasible federal initiatives.

PROBLEM: Current funding levels are inadequate to enable vocational education to achieve stated national purposes.

WHY THE PROBLEM EXISTS: Those policymakers who favor abandoning all federal funding for vocational education often state that the elimination of this support would have little impact since the states overmatch federal support by approximately ten to one.

Although states and local communities do provide a significant portion of the funds required to operate programs, federal funds represent a much larger share of the total funds driving important national priorities. A substantial portion of funding for programs for special populations, sex equity, planning and for program improvement and support services comes from the federal dollars. (See Table 10.)

Over the past decade, the real support, as shown in constant dollars, from all state, local and federal sources has dropped. The federal dollars have decreased from $81 per student to $45 per student, or a loss of almost 50 percent. The state dollars have also declined from $384 to $374 per student for a net per student loss of $46 per

TABLE 10

FEDERAL DOLLARS DRIVING SELECTED NATIONAL PRIORITIES

	Federal	State/local	Total	Percent of total expenditures (Federal)
Section 110				
Handicapped	$ 63,063,123	$132,194,946	$195,258,069	32
Disadvantaged	109,747,915	364,681,862	474,429,777	22
Limited English	5,163,792	20,333,491	25,497,283	20
Section 120				
Energy	940,451	383,352	4,771,803	20
Full-time Sex Equity	2,948,852	1,164,267	4,113,119	70
Displaced Homemakers	3,136,065	6,943,444	10,079,509	30
Section 130				
Program Imp/Support Services	129,548,000	303,159,000	432,707,000	30
State Planning	2,596,152	397,627	2,993,779	86

Source:

National Center for Educational Statistics, Washington, D.C.

student. (See Table 11.) These figures refute the argument that state dollars will replace losses when federal funds are eliminated.

SOLUTION: Adequate resources must be allocated by the federal government to mounting and expanding efforts that will address the serious unemployment, retraining, and upgrading problems facing our nation. Stated purposes in the absence of adequate resources to achieve the purposes are meaningless.

TABLE 11

EXPENDITURES FOR VOCATIONAL EDUCATION BY SOURCE OF FUNDS IN CONSTANT 1980 DOLLARS, AND PERSTUDENT EXPENDITURES: FISCAL YEARS 1972 - 1980

Year	Enrollmt.	State/ Local	Per Student	Federal	Per Student	Total	Per Student
1972	11.6	4,450,910	384	945,108	81	5,396,018	465
1973	12.1	4,727,498	391	893,870	74	5,621,368	465
1974	13.6	4,946,659	364	780,953	57	5,727,612	421
1975	15.3	5,454,771	357	835,306	55	6,290,077	412
1976	15.1	6,142,949	407	800,150	53	6,943,099	460
1977	16.1	6,107,515	379	735,849	46	6,843,364	425
1978	16.8	6,524,945	388	629,373	37	7,154,318	425
1979	18.2	6,676,987	367	732,488	40	7,409,475	407
1980	16.5	6,168,609	374	745,481	45	6,914,090	419

Source: Washington D.C.: National Center for Educational Statistics.

4. WEAKNESSES OF CURRENT LEGISLATION IN ADDRESSING NATIONAL GOALS

As Congress considers the reauthorization of vocational education legislation, we think it is important to emphasize the inadequacies of current legislation for addressing national needs.

(1) The current legislation does not clearly connect federal dollars to national priorities.

(2) The complexity of the requirements in the current legislation concerning the allocation of funds tends to work counter to the achievement of federal intent. The NIE study found that procedures currently followed are ambiguous in two important respects: they do not stipulate how distribution and priority factors are to be combined nor do they specify how much weight in the formulas is to be given to each of the factors designated as important in the legislation.

(3) While the current legislation is highly prescriptive, it does allow states and local communities to spend existing federal dollars to maintain federal programs as opposed to expanding and improving programs. We would recommend the elimination of an emphasis on maintaining programs in the new legislation.

(4) The amount of dollars allocated has been inadequate to address national needs concerning the expansion and improvement of vocational education and special population groups. Further, the legislation does not allow for the reallocation of dollars when there is a greater need in one area than in another.

(5) The current legislation does not provide adequate connections through advisory councils, planning committees and other mechanisms to assure that marketplace requirements form the standards for vocational education programs.

(6) The current emphasis on state level planning focuses on compliance purposes only. The need is for operational plans that outline goals and strategies for assisting eligible recipients to achieve national objectives.

(7) Local planning requirements are minimal or non-existent and dollars are allocated to eligible recipients in some instances without plans showing how dollars will be used to address national priorities.

(8) States and local eligible recipients should be encouraged to broaden their evaluation focus to look at how well chosen strategies have worked to achieve national priorities.

(9) The current legislation does not encourage states and local communities to utilize existing resources for the training and retraining of adults.

(10) The current legislation does not provide an adequate means for connecting vocational education to other components of the employment training and delivery system at the local level.

The weaknesses of the current legislation become more apparent as we examine each of the national needs areas that we are suggesting.

Extending and Improving Programs Based on Market Demands and Requirements--The instrumentation in current legislation is not adequate to achieve expanded programs in depressed communities, to strengthen math, science and technical literacv skills of vocational students or to develop programs in areas where technology is having a serious impact on workplace requirements.

We are proposing that the overriding theme of new legislation be an emphasis on excellence. But several inadequancies in the current legislation prevent this from occuring as follows:

(1) Existing legislation allows state and local eligible recipients to use dollars to maintain existing programs as opposed to placing the emphasis on improving programs in light of changing marketplace demands and requirements.

(2) Current legislation calls for states to allocate funds to eligible recipients on the basis of a formula and not on the basis of an operational plan which specifies how federal dollars will be used to extend and improve existing programs.

(3) The current legislation makes guidance and counseling a part of the definition of improvement rather than part of the definition of vocational education. Incorporating guidance into the definition of vocational education would make guidance programs eligible to receive federal funds to improve the capacity of guidance programs to help youth and adults learn of the career options available to them through vocational education.

(4) The current legislation calls for planning to be conducted at the state level, yet decisions about how to extend and improve programs are made at the local level. In addition, the current law does not give adequate focus on encouraging employers and workers involved in formulating state and local plans.

Serving In-School and Out-Of-School Special Needs Youth--The current law does not provide adequate resources to allow vocational education programs to address the major problems that these youth face in moving into the workplace. The current appropriations are insufficient to assure that this goal could be properly addressed.

The current law requires extensive record-keeping concerning the extra costs for serving disadvantaged youth. This discourages many small systems from becoming involved, thus limiting opportunities available for many students. This requirement should be changed in the new legislation.

The current legislation, by requiring states to match excess costs does in fact result in special population youth being served in separate programs as opposed to mainstream ones. This occurs because the total costs for separate programs are considered excess cost and therefore no matching funds are required.

Allocations in the current law are not based on the number of youth being served and the quality of plans developed to serve these youth. This should be the focus in the new legislation.

It must be clear in the new legislation that federal funds allocated to provide special assistance and special efforts can in fact be used to maintain these services.

The current law does not call for any coordination of planning designed to make the most effective use of both the set-aside funds and the funds provided under the new Job Training Partnership Act for youth.

Adult Training and Retraining--The current law is inadequate to bring to bear the diffused and decentralized programs in vocational education to address the adult training and retraining needs in this nation. This has to become a priority focus in new legislation with dollars connected to it.

Consumer and Homemaking Education--The current law does not call for distribution of funds on the basis of a local plan.

The emphasis on maintaining programs should be removed with one exception. It will be necessary to continue to use federal funds to maintain outreach services to youth and adults. But, the central purpose of federal consumer and homemaking funds should be to extend and improve the capacity of consumer and homemaking programs to address national priorities.

Depressed Communities--The current law defines a depressed community too broadly. New legislation should call for a narrower definition which would require states to focus on the neediest areas.

Sex Equity--The current law does not call for any differential in the amount of money to be set aside for this purpose based on the size of the state grant.

In conclusion, we concur with the summary findings of the NIE study. The study notes that the current legislation attempts to do too much with too few resources. It also concludes that the ends and means established to achieve those ends are often not clearly connected. In the concluding pages of this testimony, we will address how these programs might be solved in new legislation.

5. PROPOSED STATEMENT OF FEDERAL PURPOSE FOR NEW VOCATIONAL EDUCATION LEGISLATION

The success of the past federal role in vocational education, the prevailing needs for a continued federal presence, and the need to link components of the loosely-connected vocational education enterprise together to improve the capacity of vocational education to be utilized for national emergencies of both an economic and defense nature and to effectively promote the nation's social goals leads to the conclusion that a continued federal presence is essential. States and local communities do not always think about education in the context of national concern. The federal involvement must continue as a catalyst for change. However, this does not mean that the federal interest and role has to be defined in traditional terms.

Proposed Statement of Purpose

The preamble to the vocational education legislation should recognize that a continued federal role in vocational education can serve as a means, "to strengthen and expand the economic base of the nation; reduce structural unemployment, and strengthen the nation's national defense capabilities by assisting the states to expand, improve and update programs of vocational-technical education in order to retain a quality capacity to improve the skills of America's workforce for employment in business, industry, agriculture and the work of the home in a period of accelerating structural and technological change, and for other purposes".

Further, we propose that the purpose of the new legislation should be: to *assist* the states to *support cooperative* efforts with agencies and institutions of the states to develop new programs and to *expand* and *improve*, *change*, and *update* existing programs to meet the needs of our nation's existing and future workforce for employable skills, and for skills needed in the work of the home, in a job market and a society which is experiencing rapid and accelerating change because of technological innovation and application and structural dislocation in industry, and to *assist* in offering *ready access* to high-quality vocational education to *persons of all ages*, and of *all levels of education*, including the *handicapped*, the *disadvantaged*, and *women* in all communities of a state.

In order to accomplish this purpose, the new legislation should authorize assistance to the states to enable them to:

(1) Ensure that programs of vocational education are designed to prepare individuals for employment in the current and projected job market in close cooperation with employers and workers in the design of such programs, and through concerted efforts to upgrade the curricula, instructional materials and equipment, and the instructional staff to be current with the technology and practices of the workplace, and with valid educational practices.

(2) Assist individuals who need and want vocational education to succeed in such programs, and in subsequent employment, by providing special assistance and extra effort to the disadvantaged, the handicapped, persons of limited English-speaking ability, and women to meet their special needs.

(3) improve the knowledge and skills of vocational students in mathematics, physical sciences, verbal and written communication, and the uses of technology, in order that they may achieve modern vocational instruction and employment opportunities in technical fields or fields substantially affected by technology.

(4) Adapt the existing capacity of programs in order to offer programs to train and retrain workers who have become unemployed, or who are threatened by unemployment, in new skills for which there is a demand in that state or employment market, through a variety of special programs designed with the advice of employers to meet current or projected needs of the job market, and aid older adults to acquire new skills in order to obtain employment to supplement their income.

(5) Improve the effectiveness of consumer and homemaking education in preparing both males and females for the occupation of homemaking, and better utilize the resource of home economics for community outreach to assist special populations (such as the aged and economically disadvantaged families in depressed areas).

(6) Assist the states to strengthen collaborative efforts linking vocational education with other related human service delivery systems in designing and delivering vocational education programs.

(7) Provide greater federal aid to the most depressed urban and rural communities within a state and encourage the states to expand and improve a full range of supportive services and special programs required to achieve the basic purposes of this Act.

Advantages of this Statement of Purposes

This statement of purposes would dramatically alter the current federal purpose. No longer would federal funds be used to maintain the "basic secondary and postsecondary" existing programs, but rather to assure that federal dollars are used to develop new programs and to raise the quality of existing programs in terms of market-driven demands and requirements, and to strengthen the math, science and technical literacy base of secondary and postsecondary vocational education programs. The federal role is defined in terms of assuring that the nation's citizens will have available programs of increased quality and excellence.

Further, the statement of purpose serves to focus the states' attention on expanding their existing vocational technical education capacity to serve adults needing retraining. This is not to be done in a manner that lessens the services to in-school and out-of-school youth. Rather, the legislation should encourage states to extend the use of vocational education programs to meet a growing national need for retraining and upgrading adults. It is proposed that federal dollars be used not only to aid local communities to implement such programs, but to assist in maintaining them when necessary. Because of funding caps, vocational education facilities are often not fully utilized, and most communities do not have the resources necessary to extend their use to address the national problem without federal assistance.

The statement of purpose would provide an even stronger emphasis than in the past on providing special population groups and women an equal opportunity to pursue quality preparation programs and to enter employment. It is extremely important at this time of volatile change in our economic structure that we not overlook and forget the disenfranchisement of many members of our society.

We would define the federal role as compensatory. It should be one in which federal dollars are used to provide the special assistance and extra effort that is required for success in vocational technical programs, while state and local funds support the basic program.

The statement of purpose would require the state to give a greater portion of federal resources to the most severly depressed communities in the state.

Finally, the statement of purpose would encourage the use of federal dollars to form a closer partnership between vocational education and the private sector and to affect closer coordination among the several parts of the employment-related education and training programs.

In summary, this statement of purpose makes the standards of the workplace the driving force for a new dimension of excellence in vocational education while strengthening the capacity to provide access to quality vocational education programs for special population youth and adults needing retraining. It does define a federal role in light of emerging needs. Such a federal role will help to assure the continued strong state and local support for vocational education for it sends a message that quality vocational education is essential for the achievement of both our national economic and equity goals.

6. SUGGESTED LEGISLATIVE AND ADMINISTRATIVE PROVISIONS DESIGNEd FOR ACHIEVING THE FEDERAL PURPOSE

The achievement of a federal role is dependent in part on a legislative design and administrative provisions that:

(1) Allows adequate federal resources to be clearly connected to major national priorities.

(2) Allows states, local agencies and institutions to be creative in addressing national priorities in the context of local needs and circumstances.

(3) Leaves to states, local agencies and institutions decisions concerning curriculum content and educational methodology.

(4) Does not mandate coordination at state and local levels in an attempt to remedy lack of coordination at the federal level.

(5) Does not dilute state and local programs by mandating special services or programs without provisions for additional revenues to cover the added cost.

(6) Are not absolute and prescriptive in terms of how the programs are to be carried out.

Suggested Legislative Design

State Programs--We propose four basic components to state programs, with a separate authorization for each. These should include:

(1) Basic state grants;
(2) Youth with specail needs;
(3) Training and retraining for adults, and
(4) Consumer and Homemaking Education.

Basic State Grant--The basic state grant will be used by the state to assist local educational agencies and institutions to work in close cooperation with employers and workers to:

(a) assure that vocational programs, standards, curriculum, instructional materials and equipment and instructional and leadership staff are current with the technology and practices of the work place;

(b) insure that new and expanded vocational education programs are designed to prepare individuals for employment in the current and projected job market;

(c) adapt or adopt validated educational practices;

(d) improve the mathematics, physical science and technical literacy skills of vocational students, and;

(e) allow the state to work in close cooperation with employers and workers to expand and improve a full range of capacity improvement activities in such areas as research, curriculum development, dissemination of exemplary programs, planning, teacher education and related activities aimed at aiding local agencies and institutions to achieve the purposes of the basic state grant and other components of the legislation.

Such a focus would make the basic state grant an instrument to allow states to assist local educational agencies and institutions to reshape existing programs and develop new ones in light of changing demands and requirements of the workplace. Such a refocus mandates the use of a portion of the federal dollars to mount initiatives that promotes excellence. To assure an adequate focus on institutions that serve out-of-school youth and adults, at least 30 percent of these funds would have to be spent to benefit such institutions.

Youth with Special Needs--We recommend that the new legislation create a separate authorization for youth with special needs. Programs funded under this title will provide special assistance and services to youth with special needs. Emphasis will be on increasing their access to vocational education, raising the probability of successful program completion, assisting in transition from school to employment, and helping them adjust to the world of work. Special needs youth include members of minority groups, persons who suffer from economic or educational disadvantage, persons with handicaps, non-English speaking students, and male and female students who are enrolled in programs that have been non-traditional for their sex.

Such an authorization in new vocational education legislation would create a compensatory focus through which the federal government would aid the states to assist local communities and institutions to provide the special assistance and extra effort required to help those who otherwise would have little chance of succeeding in a mainstream vocational education program. It would place the federal government in a role of helping states and local communities to take the best from what we have learned from successful federal efforts over the past decade to improve the preparation and transition of special population youth. from school to work, and to begin to institutionalize, as part of mainstream education, a way to improve the productive capacity of these youth for employment.

If we have learned anything over the past decade, it is that employers will not employ unqualified youth and they cannot be made to do so with tax incentives designed to encourage them to hire these youth. Incentives will only work if employers can be assured that the youth they hire are prepared to do the job. To assure that federal appropriations for this area are adequate, we would recommend that the legislation specify that the amount appropriated shall be least equal to 30 percent of the basic state grant, or the difference shall be made up by states from the basic state grant. However, we believe a separate authorization is essential if the Congress desires to allocate adequate dollars to address the growing national concern of special population youth.

Training and Retraining of Adults--We would recommend that Congress create a new authorization to assist states to utilize the state vocational education capacity to train and retrain workers who have become unemployed or who are threatened by unemployment. Through a variety of special programs designed with the advice of employers to meet current or near-term needs of the job market.

To receive these funds, the state would have to agree that the first priority of training would be given to those unemployed persons identified by the employment service as structurally unemployed. This would enable states to respond to the growing training needs resulting from economic development, reindustrialization, worker displacement, displaced homemakers, and training needs of older Americans. Some of the special programs envisioned under this authorization would include:

(1) Short-term upgrading, updating and retraining to enable adults to cope and progress as work requirements change

(2) In-plant and/or institutional training tailored to the need of an industry or a group of small industries with common needs, including those caused by changing technology and work requirements

(3) Quick-start, customized training for workers for hard-to-fill jobs in new and expanding industries

(4) Entrepreneurship training

(5) Preparation of men and women in occupations that are non-traditional for their sex

(6) Linkages between vocational education and training and private sector personnel needs

(7) Curriculum development in cooperation with private sector employers

(8) Cooperative training projects with the private sector and economic development agencies, including institutional or in-plant seminars, to improve productivity

(9) Skills training and retraining in cooperation with other tax-supported and private sector groups.

Such an emphasis in the new vocational education legislation would encourage states on an on-going basis to bring to bear their vocational education capacity in cooperation with employers in assisting adults to retrain and upgrade their skills in order to obtain or maintain employment.

Consumer and Homemaking--The consumer and homemaking education grant will be used to improve and upgrade programs which prepare both males and females for the occupation of homemaking and to initiate and sustain outreach programs for special population groups. Six socio-economic concerns will be given priority: energy use in the home and and personal activity; family economics and consumer behavior, nutritional status; parenthood; family violence and aged family members.

Eligible activities:

(1) Improving, extending and expanding instructional programs;

(2) Providing support services essential to quality programs;

(3) Initiating and sustaining outreach programs for special populations such as the aged, economically and socially disadvantaged families in depressed areas, school-aged parents, displaced homemakers, and persons in correctional institutions;

(4) Supporting ancillary services to consumer and homemaking education, including teacher training, curriculum development, research, program evaluation, development of instructional materials, exemplary and demonstration projects, provisions of equipment, teacher supervision, and state administration and leadership.

National Programs--The federal government should through vocational education legislation also address national concerns that are beyond the interests of any given state or local jurisdiction. To undertake the funding of something that will be shared beyond boundaries of the state requires a federal role. The central purpose of national programs should be to inquire into ways to reform and improve the educational response to national priorities. More specifically, the purpose of national programs should be to:

(1) Develop and provide information to facilitate national planning and policy development in vocational education

(2) Conduct applied research on selected problems of national significance in vocational education

(3) Promote large scale demonstration of effective model vocational education programs for achieving the national purposes

(4) Provide for the collection, review and dissemination of applied research, information useful for planning, validated educational products and practices, curriculum materials and innovative approaches for meeting federal purposes of the vocational education legislation regardless of the sources that spurred their development

(5) Promote joint efforts among states and representatives of employer groups experiencing major technological advancement for the purpose of pursuing initiatives to revise existing curriculum, updating vocational instructors, and retraining workers in the field

(6) Provide technical assistance to states in developing methods of planning and evaluating vocational education programs

(7) Provide opportunities to increase existing educational and vocational education knowledge and know-how to achieve national purposes.

It is recommended that five national programs be authorized.

(1) National Center for Research in Vocational Education--The new legislation should extend authorization for a National Center for Research in Vocational Education, retaining its present functions. These functions include:

(a) conducting applied research and development on selected problems of national significance in vocational education;

(b) providing leadership development through an advanced study center (at the post-doctoral level) and occasional inservice education activities;

(c) disseminating the results of the research and development projects funded by the National Center;

(d) developing and providing information to facilitate national planning and policy development in vocational education;

(e) acting as a clearinghouse for information on applied studies contracts made by the states and by the Secretary; and

(f) providing technical assistance to states, local educational agencies, and other public agencies in developing methods of planning and evaluating vocational programs.

(2) Independent Institutes--The new legislation should authorize the creation of ten to fifteen independent "institutes", each for a period of three to five years. The "institutes", to be located in departments of vocational (teacher) education in colleges and universities, would engage in programmatic applied studies and leadership training in vocational education designed to address federal priorities and alleviate nationwide problems. The "institute" concept can be thought of as a logical extension and combination of the Graduate Leadership Development Program (aimed solely at leadership development) and the earlier Congressional intent to create research centers in regions of the country. As conceived herein, "institutes" would be selected by the Secretary of Education from among those proposed by colleges and universities, and would be required to:

(a) be administered through vocational teacher education units with strong doctoral-level programs,

(b) conduct programmatic applied studies on some specified aspect of the federal priorities,

(c) establish working relationships with one or more other fields/disciplines particularly relevant to the problem focus of the "institute", e.g., economics, sociology, psychology,

(d) combine applied studies with graduate-level vocational education,

(e) utilize the National Center and other "institutes" as resources, and as collaborators where appropriate, to facilitate cooperative undertakings.

The creation of "institutes" would add a new extra-bureaucratic dimension to the field. They would build on existing institutional strengths, focus research creativity and sustained effort on urgent nationwide problems, establish linkages with and use the expertise in fields related to vocational education, and bring research and development, leadership training and teacher education into a close, mutually supportive relationship.

(3) Applied Studies Projects--The new legislation should authorize support for individual applied studies projects. These projects should tap the widest possible array of talents and approaches to the solution of nationwide problems in vocational education. Consequently, multiple procurement modes should be utilized by the Department of Education, such as RFP's and field-initiated proposals, including a program of small grants, that result in the award of both contracts and grants.

(4) Vocational Education Data System--The Vocational Education Act should continue to require the collection and review of data on enrollments and outcomes in vocational education by race, national origin and handicap and by sex within those groups. Such data is critical to evaluating the extent to which vocational education is serving special populations and to identifying the needs which federal legislation should try to meet.

Further the Vocational Education Data Survey (VEDS) needs to be revised so that data can be collected on progress in achieving other purposes that emerge in the new legislation.

We would favor an approach that minimizes the volume of information institutions must provide on each student. A sampling of institutions could yield the kind of information required for decision-making in many instances. This we believe would greatly reduce the burden of VEDS while assuring a continued national date base on which national decisions could be based.

(5) National and State Occupational Information Coordinating Councils (NOICC/SOICC)--We recommend that a National Occupational Information System be continued to meet the common occupational information needs of vocational education and training programs at the national, state and local levels. The information gathered should include information about future job opportunities, with particular focus on those in high technology areas and in areas critical to national defense and economic revitalization. Each state board may establish a state occupational information system to provide occupational supply-and-demand information for the planning and operation of vocational education and training programs. We would emphasize that both systems should be more future-oriented to assure that information gathered is useful for future planning.

7. SUGGESTED ADMINISTRATIVE PROVISIONS FOR ACHIEVING FEDERAL PURPOSES

Strengthening Cooperation Between Vocational Education, Employers and Workers--We suggest that several provisions be provided in the new legislation that would encourage a closer tie between employers, workers and the nation's programs of vocational education. First, we recommend that, at least a majority of the members of the national and state advisory councils represent private employers and workers.

Second, we recommend that the state planning committee be retained and that, at least one-third of their members be private sector employers and workers.

Third, each state through its state plan should define its goals and strategies, and the state's evaluation procedures for constantly improving the efforts of local agencies and institutions to deliver, evaluate and revise vocational education programs, in close cooperation with employers and workers.

Further, each state would set forth goals, strategies and evaluation procedures for increasing annually the amount of financial resources and in-kind contributions received from private sector employers and workers to aid in the planning, delivery and improvement of vocational education programs and services.

Achieving the Equity Goals of the Legislation--First, we would recommend that sex equity provisions contained in the current legislation be retained and that sex equity be made a priority for all portions of the legislation. Current provisions have served to raise the awareness level of vocational educators across the country, and one only has to travel around the nation to find that progress is being made. We believe it is essential that a federal stimulus in this area be maintained.

Second, we recommend that each state allocate a higher ratio of federal funds per capita to programs in communities it defines as "depressed".

Further, a depressed community should be more narrowly defined than under the current act and states should be limited to defining no more than 30 percent of their population as living in depressed communities. This would assure that every state would have to identify those communities that are most depressed.

Third, through the state plan, the states should be required to set forth goals, strategies and evaluation procedures for assisting local agencies and institutions to increase access and success through mainstream vocational education programs for those with handicapping conditions pertaining to economic background, educational achievement, physical or mental handicaps, sex sterotyping, origin and language.

Strengthening Coordination Between Vocational Education and other Employment-Related Education and Training Programs--First, the legislation should allow the state in its state plan to establish goals and strategies for promoting closer coordination between vocational education and other employment-related education and training programs so that resources might be maximized, services, staff and facilities shared and federal funds be used to achieve closer cooperation.

Second, we recommend that the chair of the State Advisory Council on Vocational Education serve on the State Job Training Coordinating Council and that the chair of the State Job Training Coordinating Council serve on the State Vocational Education Advisory Council and on the State Planning Council. Further, it is recommended that one member of the State Planning Council designated by the state agency, be the individual responsible for administering vocational rehabilitation programs.

Third, in order to assure that consideration is given to out-of-school youth and adults in the allocation of federal funds, it is recommended that equal representation be given to representatives serving these groups on the State Planning Council.

Fourth, we recommend that the appropriate local Private Industry Council be given thirty days to make comments and suggestions regarding local plans for vocational education prepared by local education agencies and institutions prior to their submission to the State Board of Education for appropriations.

Fifth, the state in order to receive training and retraining funds, would be required to develop a collaborative mechanism for establishing procedures, developing plans and monitoring the outcome for purposes of altering plans as needed. The delivery of special training services should be focused on serving the hard-to-employ dislocated workers at the earliest possible phase of their eligibility to collect unemployment compensation, and on occupational areas with the greatest potential of re-employment. This state collaborative mechanism should be comprised of the unemployment insurance agencies, employment services, state board of vocational education, economic development authorities, private sector employers and workers.

State and Local Plans--We would recommend that the law require three-year state and local plans as opposed to annual plans and a five-year plan. We recommend that these plans be operational documents. This is, the state and local plans should set forth policies, procedures, goals and strategies that will be used by the states and the local educational agencies or institutions to achieve the purposes of the federal legislation. These plans would also show how funds would be allocated to get at those purposes.

These plans should set forth a plan for evaluating the respective state and/or local plans to determine if the strategies they call for are resulting in achievement of the goals. The annual evaluation may well result in three-year plans being updated each year because there may be a need to adjust strategies and goals based on the realities of plan implementation.

State Board of Vocational Education--Any state desiring to participate in the programs authorized by this Act shall, in a manner consistent with state law, establish or designate a State Board of Vocational Education which shall be the sole state agency responsible for the administration of such programs. The responsibilities of the State Board shall include (1) implementation of the planning process; the development and coordination of policies designed to ensure that programs funded under the Act are consistent with the approved state plan; (2) coordination of the development , and submission to the Secretary, of the three-year state plan required and of the annual review of such plan; (3) consultation with the planning committee and with the State Advisory Council on Vocational Education and other appropriate state agencies, councils, and individuals involved in the process of planning and reporting, and; (4) convening and meeting as a state board (in a manner consistent with state law and procedure for the conduct of such meetings) at such times as the state board determines necessary to carry out function under this Act, but not less than twice annually.

Except with respect to those functions set forth in the preceding sentence, the state board may delegate any of its other functions involved in the administration of this Act to one or more state agencies, as it may deem appropriate.

The plan submitted to the Secretary shall include a description of any delegation of its funcings.

Flexibility--It is recommended that a state will be able to shift funds from one authorization to another, with the approval of the Secretary, if it can demonstrate that a national purpose is already being adequately addressed with state and local resources.

Allocation of Funds within States--As a part of the state plan, each state will define procedures for allocating funds to eligible recipients to achieve stated purposes of the federal legislation.

Evaluation and Accountability--As a minimum, legislative provisions should focus on the outcomes of vocational education for both individuals and society. It is suggested that outcomes suitable for judging the value of vocational education for individuals include: enhanced satisfaction with occupational choice; increased occupational knowledge and skills; placement in employment and the potential utility of skills in the work place. Suitable outcomes for society could include: the value of vocational education to the nation; The extent to which states and local communities have improved their capacities to achieve mutual goals; and the extent to which states and local communities have used federal funds to achieve legislative intent.

It is recommended that legislative provisions provide for:

(1) A series of longitudinal evaluation studies to be initiated every five years to determine the outcomes of vocational education for a national sample of students. This will reduce the necessity of collecting annual data on every student.

(2) A report of data needed for state and national decision-making.

(3) Financial and technical staff assistance to states and local communities for planning and implementing program evaluation.

(4) A evaluation system as part of the three-year plan, to provide a basis for developing and improving state and local policies, goals and strategies.

(5) An annual progress report from states describing their accomplishments in meeting the goals stated in the three-year state plan.

DEFINITIONS

In order to achieve legislative intent, a clear understanding of the terms used in the law will be necessary. The reauthorized vocational education legislation should include definitions of the unique terms used in the law and make it appropriate for these definitions to apply to the local and state programs of vocational education.

The following terms need to be included in the new legislation:

Vocational Education

Vocational education should be defined as, organized educational programs which are directly related to the preparation of individuals for employment or for additional preparation for a career requiring other than a baccalaureate or advanced degree. Vocational education includes but is not limited to insturction in:

- Agricultural education
- Business and Office education
- Home Economics education
- Guidance
- Health Occupations education
- Industrial Arts education
- Marketing education
- Distributive education
- Technical education
- Trade and Industrial education
- New and Related Services

Vocational education programs include:

Instruction in occupational job specific areas and institutions in non-specific or employability skills which will lead to employment. Related instruction that will help individuals make career decisions and achieve their occupational objectives are included in the definition of vocational education. Vocational education includes instruction for being self-employed, as well as, for being employed by someone else.

Guidance and Counseling

The term vocational guidance and counseling should be incorporated in the reauthorized vocational educaiton act to mean those services which are an integral part of the vocational education program providing:

- Services to assist youth and adults to acquire a greater understanding of educational and vocational options.
- Provision of education and job placement services.
- Services to acquaint guidance counselors with changing work patterns.
- Activities to acquaint guidance counselors with the process of overcoming occupational sterotyping and of assisting special population groups with selecting and entering into a career.
- Activities to establish vocational resource centers to meet the special needs of out-of-school individuals.
- Leadership for vocational guidance and exploration programs for in-school and out-of-school youth and adults.

Vocational Student Organizations

Vocational student organizations should be defined as those local, state and national organizations for persons enrolled in programs of vocational education and which engage in activities as an integral part of the instructional program. Such organizations may have national and state units which aggregate the work and purposes of instruction of local organizations or units and which are an integral part of the curriculum of a vocational education instructional area.

CONCLUSION

In this statement we have emphasized what we suggest the federal focus in new legislation must be. The overriding themes we have presented are a focus on excellence and on equity, which we believe can be achieved through the mechanisms we have proposed. Increased cooperation with the private sector to assure that programs are in tune with the needs of the marketplace is essential to the achievement of this goal.

Through national leadership and technical assistance to states, the federal involvementcan be made more effective. If such assistance can be coupled with adequate resources, we feel confident that the programs of vocational education can make significant contributions toward addressing national concerns of the Eighties and the Nineties.

3. Vocational education gives Americans a sense of confidence in the school system. According to the recent Gallup Poll, the general public cites vocational education and "practical education" as two of the top three priorities of the education system.

The National Center has also assessed national attitudes, with the following results: An overwhelming 86 percent of the public thinks the schools should teach occupational skills; 77 percent want to see more emphasis on career preparation through vocational education; and 36 percent took job preparation courses themselves while in high school or college (nearly all found them useful).

Questions directed to state legislators, school boards and superintendents, and others familiar with vocational education revealed just as much commitment to the program as surveys of the general public.

Sources of Information:

Gallup, George H. "The 14th Annual Gallup Poll of the Public's Attitudes toward the Public Schools," Phi Delta Kappa, Sept. 1982, pp. 385-95.

Lewis, Morgan V.; McElwain, Douglas C.; and Fornash, Patricia G. Attitudes toward Vocational Education and the Relationship between Family Income and Participation in Vocational Courses. Columbus, Ohio: National Center for Research in Vocational Education, Ohio State University, 1981.

4. Vocational education gives its graduates an edge over their peers in the job market. A sampling of nearly one million people by the National Center for Education Statistics found that the unemployment level for graduates of secondary vocational programs, at 10 percent, was considerably lower than the 16.5 percent figure for all high school graduates. For those who continue their education beyond the secondary level, the statistics are even more impressive -- only 5 percent of those completing postsecondary vocational programs and 7 percent of adult program graduates were unemployed.

Using data based on personal interviews of 12,000 young people and inspection of their transcripts, Paul Campbell and his colleagues found that the more vocational courses a student takes, the more likely he or she is to find a job. Eighty-three percent of those with a strong vocational background were employed, compared to 75 percent of students with limited exposure and 68 percent of those with no vocational courses.

Sources of Information:

Bulletin. Washington, D.C.: National Center for Education Statistics, April 1982.

Campbell, Paul, et al. Employment Experiences of Students with Varying Participation in Vocational Education. Columbus, Ohio: National Center for Research in Vocational Education, Ohio State University, 1981.

5. Vocational education offers in-depth training that helps students get related jobs. Not only do students with intensive vocational preparation find employment more easily, but they are more apt to obtain high-paying jobs related to their training. In the Campbell study just cited (see #4), 46 percent of the "concentrators" had jobs related to their training, compared to only 19 percent of those with less vocational training.

Stimulated by their initial vocational studies, many students continue their education. Data collected by the National Center for Education Statistics (see #4) indicated that an astonishing 71.3 percent of vocational graduates either obtained a related job or entered a postsecondary program.

The studies suggest that placement in related jobs is higher when contact between employers and teachers is frequent, school placement offices operate efficiently, school principals become involved and cooperative education programs are strong.

AMERICAN VOCATIONAL ASSOCIATION

Fact Sheet

What are the Benefits of Vocational Education?

(A summary of the effects of Vocational Education)

1. Vocational education gives students the skills and self-confidence to enter the labor market. In a national study, graduates of vocational programs reported that their training had helped them land their first jobs. Once employed, the vocational graduates felt more satisfied than those educated in other kinds of secondary programs. A second survey, which analyzed 1500 research studies across the nation, confirmed that a vast majority of vocational graduates -- at both the secondary and post-secondary levels -- were pleased with their training and subsequent jobs.

Sources of Information:

Taylor, Mary Ellen; Stafford, Cecille E; and Place, Carol. National Longitudinal Study of the High School Class of 1972. Study Reports Update: Review and Annotation. Washington, D.C.: National Center for Education Statistics, 1981.

Mertens, Donna; McElwain, Douglas; Garcia, Gonzalo; and Whitmore, Mark. Effects of Vocational Education on Participants: A Review of Time or Area-Specific Studies Reported since 1968. Columbus, Ohio: The National Center for Research in Vocational Education, Ohio State University, 1980.

2. Vocational education prepares workers that employers want to hire. Of the personnel directors responding to a 1980 U.S. Chamber of Commerce survey, 78 percent said specific occupational preparation enhances a person's employability. Another report, produced by the Vice President's Task Force on Youth Employment, found that business managers and owners generally view vocational education graduates as "highly employable."

A 1981 survey of 200 members of the National Association of Manufacturers produced similar results: The employers said they are looking for job candidates who can offer specialized skills, in addition to the ability to read, write, compute and work independently. Eighty-five percent prefer to hire vocational graduates for jobs requiring less than a college degree.

Sources of Information:

Personnel Directors' Opinions of Vocational Education. Unpublished Study. Washington, D.C.: U.S. Chamber of Commerce, 1980.

Ryack, Audrey. Vocational Education: What We Know and Don't Know: A Summary for Policy Makers. Waltham, Mass.: Florence Heller School for Advanced Studies in Social Welfare, Brandeis University, 1981.

Nunez, Ann; and Russell, Jill. Manufacturers' View of Vocational Education. Columbus, Ohio: National Center for Research in Vocational Education, Ohio State University, 1981.

Prepared by: Publications and Communications Department
2020 North Fourteenth Street · Arlington, Va. 22201 · Phone: 703/522-6121
Gene Bottoms, Executive Director

6. Vocational education enables students to earn a higher income. A recent study showed a significant annual earnings advantage for workers who had completed more than six credit hours of vocational education: $1000-$2000 for men and $500-$1500 for women. A strong vocational background especially benefited minority females who earned $2000-$3000 more than their counterparts lacking vocational education.

Though some research has indicated that the initial boost vocational education gives to a person's earning capacity "flattens out" after several years, a 1980 study offers dramatic evidence that vocational graduates can gain a sustained earnings advantage. Using National Longitudinal Study data, the researchers examined the occupational history of mid-career white males who had received vocational training in the military services or civilian sector around the time of World War II. Thirty-five years later, the men who had entered related jobs were still earning 12-15 percent more than others of their age, sex and race.

Sources of Information:

Campbell, Paul B.; Gardner, John A; and Saitz, Patricia. High School Vocational Graduates: Which Doors Are Open? Columbus, Ohio: National Center for Research in Vocational Education, Ohio State University, 1982.

Fredland, John E.; and Little, Roger D. "Long-Term Returns to Vocational Training. Evidence from Military Sources," Journal of Human Resources, Jan. 1980, pp. 49-65.

7. Vocational education gives students an alternative way of learning and helps them develop their full human potential. Through applying classroom knowledge to real tasks, students gain a sense of control over their physical and social environments, according to Harry Silberman, a professor at the University of California, Los Angeles. Characteristic of vocational education, this mode of instruction is particularly appropriate for young people who have trouble learning from words and concepts in isolation. Some worthwhile fringe benefits of vocational education may be the aesthetic experience of making or doing something well, the knack of cooperating with others to achieve a desired end, and the satisfaction of completing a community service project.

In testimony at congressional hearings and in a recent publication, University of Minnesota researchers stressed such important outcomes of vocational education as increased self-confidence and control, leadership skills and a more positive attitude toward school. All of these qualities, of course, make vocational graduates more attractive to employers.

Sources of Information:

Silberman, Harry F. "Non-Economic Returns of Vocational Education," VocEd (The Journal of the American Vocational Association), Sept. 1980.

Copa, George H., and Forsberg, Gary D. Measuring the Employment and Further Education Effects of Secondary Vocational Education in Minnesota. Minneapolis, Minn.: University of Minnesota, Sept. 1980.

8. Vocational education broadens the choices for students making plans for postsecondary education. The Campbell study cited earlier (see #5) demonstrated that 19 percent of vocational students go on to four-year colleges and universities, while 17 percent attend two-year colleges.

Another 21 percent enter apprenticeship and other training programs in the public and private sector. Frequently the completion of a vocational program increases a person's chances of acceptance into an apprenticeship program, for which there are sometimes may more applicants than slots. The Pennsylvania Department of Education found that 45 percent of vocational institutions in that heavily industrialized state had negotiated agreements enabling their graduates to gain easy access to apprenticeship programs, often with advanced standing.

Source of Information:

Olson, Jerry C. Resource Information, Harrisburg, Pa.: Pennsylvania Dept. of Education, Nov. 1982.

9. Vocational education keeps many students in school when they might otherwise drop out. Though a recent study of New York City secondary students showed that any kind of occupational program seems to increase retention rates, a national survey reached somewhat more complex conclusions. Donna Mertens and her colleagues found that students classified as potential dropouts were more likely to finish the 10th grade if they participated in vocational programs. When they reached the legal age of withdrawal from school the following year, however, members of this group tended to leave regardless of the educational program in which they were enrolled. Once past this critical point, vocational education was able to hold the remaining high-risk students in school through graduation at a higher rate than other education programs.

The necessary documentation is yet to be gathered, but it is possible that programs combining vigorous family and student counseling with vocational education could improve the retention rate for highly alienated youth during the 11th grade. Outside work experience should also be a part of any stay-in-school package, for a 1979 study showed that programs involving this component motivate students to attend school more frequently than general academic programs.

Sources of Information:

Perlmutter, Deborah E. A Follow-up Study of Students Denied Admission to Vocational High Schools. Albany, N.Y.: Bureau of Occupational Education Research, State Education Dept., 1982.

Mertens, Donna M.; Seitz, Patricia; and Cox, Sterling. Vocational Education and the High School Dropout. Columbus, Ohio: The National Center for Research in Vocational Education, Ohio State University, 1983.

Herrnstadt, I.L.; Horowitz, M.A.; and Sum, A.M. The Transition from School to Work: The Contribution of Cooperative Education Programs at the Secondary Level. Boston, Mass.: Northeastern University, Dept. of Economics, Aug. 1979.

10. Vocational education, when combined with remedial instruction, can help students master basic skills. Authorities agree that students do not pick up basic skills as a byproduct of their studies, whether the curriculum is academic or vocational. In order for a student's performance to improve, instruction must be directed to specific deficiencies in reading, writing or computation. The many vocational programs that have taken heed of this fact are helping students master the 3 R's while they learn job skills.

Sources of Information

Corman, Louise. Basic Skills Proficiencies of Secondary Vocational Education Students. Washington, D.C.: National Institute of Education, 1980.

Haney, Walt; and Woods, Elinor M. Secondary Vocational Education, Basic Skills, and Employment. Rev. ed. Cambridge, Mass.: The Huron Institute, May 1982.

11. Vocational education can help its graduates carve their own niches in the economy. Male students who have completed vocational programs are much more likely than the general population to start their own businesses -- 9 percent are self employed, compared to 3 percent of those with minimal exposure to vocational education and less than 1 percent of people with no exposure. In a time of economic uncertainty, the ability of vocational education to foster entrepreneurship could be critically important.

Sources of Information:

Gardner, John A.; Campbell, Paul B.; and Seitz, Patricia. Class of Employment of Most Recent Job by Sex and Vocational Education Patterns (p. 92). Columbus, Ohio: National Center for Research in Vocational Education, Ohio State University, October 1982.

Senator Robert T. Stafford

1-1

1. Would you agree that federal aid to vocational education is essentially general aid? If so, why, and what would you recommend the federal government do to change that picture?
   - o If not, why not?

No! AVA would not agree that federal aid to vocational education under PL-142 is essentially general aid. How could it be when:

(a) Forty-five percent of the Basic State Grant is earmarked for target populations (handicapped, disadvantaged, and postsecondary and adult programs);

(b) Twenty percent is earmarked for improvement and support services;

(c) There are separate appropriations for state advisory councils, special populations, consumer and homemaking education, and programs of national significance, and;

(d) When beyond these specific requirements, the legislation calls for giving priority to depressed communities and new program development.

Current law deos not clearly connect federal dollars to national priorities. While being highly prescriptive in certain instances, it does not allow use of some federal dollars to maintain programs. In addition, it does not allocate sufficient funds to address national needs as they relate to special populations and to the expansion and improvement of vocational education. The new law should correct these inadequacies.

The historic federal role in vocational education has been to assist states and local communities to address national priorities and concerns in the context of local and state needs. This has resulted in a partnership of federal, state, and local governments which has enabled each component of the partnership to carry out its appropriate role while assuring that the nation's employment-related needs are met in an efficient and effective manner. We would suggest that the debate concerning the purpose of federal funds could be resolved if the purposes identified in the new legislation were fewer, more focused, and clearly tied to funding. This would enable Congress to set appropriation levels in the light of national needs and a well-defined federal role.

2. In proposing the elimination of the Basic Grant set-aside for the handicapped and also for the disadvantaged respectively, you are setting the stage for potentially harmful competition between these two groups for the few federal dollars that would be available. While this may not be the intention of your proposal, it nonetheless will be the effect.

   Therefore, how could you change your proposal to prevent that undesirable outcome?

AVA remains flexible concering the design of the reauthorized vocational education legislation to achieve federal intent. However, we are firmly committed to work with the Congress on new legislation that contains reasonable provisions for connecting adequate federal dollars to the achievement of two broad purposes.

The first purpose whould be to assure that the nation's citizens have access to quality programs that reflect the current opportunities of the workplace. The second purpose should be to provide members of special population groups, including handicapped, disadvantaged, and non-English-speaking individuals, the extra assistance they need in order to benefit from modern--and to the greatest extent possible--mainstream vocational education programs, so that they may prepare to enter and progress in employment.

The emphasis on excellence will benefit all students. Because of its very nature, vocational education at times has been viewed as only education for special population students, and some people have tried to turn these programs into a place to send students who they feel are incapable of succeeding anywhere else. Yet it is a well-known fact that disadvantaged students benefit most from mainstream vocational programs that have been established to serve a broad cross section of students.

Without an emphasis on excellence, we cannot hope to achieve equity for any student. And to further these mutually dependent goals, we must be able to provide the extra services and efforts that special population groups need to succeed.

We concur with findings containted in the National Institute of Education study (page xxvii) that conclude that the federal objectives concerning special needs students are not well served by the current legislative design and requirements. There are three significant factors contributing to the inadequacy of the current provisions.

First, the level of funding per student for special population students enrolled in vocational education is far less than the level of federal support provided for such students who are enrolled in other programs. Through the vocational education legislation in 1980-81, the level of support for disadvantaged program participants was $50 per student, and the level of support for handicapped program participants was $150 per student. Yet, through other federal legislation, federal dollars for the disadvantaged exceeded $400 per student, while federal dollars for the handicapped were close to $300 per student. The vocational education funding is totally inadequate to enable special population students to receive the assistance they need in order to benefit from vocational education programs.

Second, the NIE study found that the matching requirement has been a deterrent to many school districts in utilizing federal funds for extra services. The study noted that:

> Some state or LEAs are unable or reluctant to find matching funds for these set-asides, a problem which the 1979 Technical Amendments to the Vocational Education Act sought to alleviate by permitting the use of Federal funds

> for match purposes. [The amendments were not implemented when the study was issued in September 1981.] States are having far less difficulty spending monies on the Special Programs for the Disadvantaged which are fully federally funded, and which are similar in design or targeting to those supported by the set aside for the disadvantaged.

Third, the study found that the excess costs requirements served as a disincentive to mainstreaming. The study explained the problem that has occurred in this manner:

> Excess costs for handicapped or disadvantaged students in regular programs are held to be expenditures for extra or supplemental services, whereas the entire costs of separate programs are held to be expenditures for extra or supplemental services, whereas the entire costs of separate programs for such students are considered excess costs, provided that the average statewide expenditure per student for handicapped or disadvantagedstudents equals or exceeds the average per student expenditure for all other students. Since excess costs in separate programs are much easier to account for and the levels of reimbursement are much higher than those for mainstreamed programs, the regulations are an incentive to use Vocational Education Act funds for separate programs.

Our proposal stems from these concerns. Our intent is not to create competition but to offer a way to address problems with the current legislation. Vocational educators are frustrated with trying to do a job well with inadequate resources and inadequate legislative provision. It is our belief that a separate title for special population youth with an adequate authorization level would in fact bring vocational educators together with special educators and other concerned groups to work for a substantial increase in federal appropriations earmarked for providing the extra services and efforts needed to serve youth with special needs in mainstream programs, where appropriate.

In our testimony on February 23, we did propose that funding for this special youth title should be equal to at least 30 percent of the funding provided through the Basic State Grant. If the funding provided for the title did not equal that amount, we propose that the federal statute should require that funds be moved from the Basic State Grant into this area to equal the specified level.

Another means to drive up the federal investment provided to states for the purpose of serving handicapped and disadvantaged youth through vocational education might be to retain the current 30% set-aside in the Basic State Grant, with 10% going for funding to serve handicapped youth and 20% going for funding to serve disadvantaged youth. Further, the legislation could require that the dollars for handicapped programs be matched equally with funding from the current handicapped law, PL 94.482, and the disadvantaged dollars be matched from the Elementary and Secondary Education Act. Such a step would bring those communities concerned with meeting the needs of special poulation youth together with vocational educators to plan the extra services and efforts required. At the same time, such a provision could result in at least doubling the federal dollars available to provide these extra services.

3. In your proposal, you recommend a 30% set-aside for postsecondary education. I have several questions regarding this:

   First, what would your position be if this subcommittee recommends a 50% set-aside for postsecondary vocation education?

   Second, will your set-aside provide for adult training outside the traditional two-year and four-year postsecondary institutions?

   Lastly, how would the needs of disadvantaged and handicapped people be met within these programs?

First, I must correct your statement concerning the AVA recommendation. We recommended a 30% set-aside for postsecondary and adult vocational education, which we consider to be a far different request than a request for a set-aside for postsecondary vocational education alone.

In answer to your first question, let me stat that AVA would strongly oppose a 50% set-aside for postsecondary vocational education. Our objections are based on several factors.

First, such a set-aside would not be logical in terms of the current distributions of enrollment in vocational education. According to the most recent information from the Vocational Education Data Survey, published by the National Center for Education Statistics, there were approximately 16 million persons enrolled in vocational education in 1980-81, of which 10 million were enrolled in programs at the secondary level and 6 million were enrolled in programs at the postsecondary and adult levels.

While the number of students enrolled in occupational-specific programs is approximately equal at the secondary and postsecondary levels, secondary vocational education has far more students enrolled in non-occupational specific programs. It is crucial that we continue an emphasis on the non-occupational specific programs which have as their purpose acquainting students with work and developing the general employability skills they will need to succeed in the workplace. If youth do not acquire those skills at school, where will they acquire them?

Second, we would point out that postsecondary vocational education is somewhat better funded throughout the nation than is secondary vocational education.

Third, a decision to set-aside 50% of the funds for postsecondary vocational education would suggest to the nation's educators that secondary vocational education is no longer needed. Yet 25% of the youth of this nation still do not finish high school, and of those who do finish, somewhere between 25-30% do not go on for further education. Thus, for approximately half of the nation's youth, high school represents their only chance for acquiring occupational skills. Further evidence suggests that the most successful vocational graduates are those who pursue vocational education at both the secondary and postsecondary levels.

In response to the second part of your question, AVA's proposed set-aside would provide for postsecondary and adult training outside traditional two-year and four-year postsecondary institutions. We favor retaining the current definition of postsecondary vocational education in the new law. That definition does ot restrict postsecondary vocational education to programs leading to an Associate degree or a certificate, nor does it limit it to certain types of institutions.

AVA has long advocated that quality occupational specific programs should not differ according to the setting in which they are offered. The amount of time given to an individual in the instructional program may determine how much one will cover at a particular level. We believe that the growing need for adult retraining and upgrading means that this nation is going to have to use all of its vocational education resources, whether they are located in comprehensive high schools, in area vocational technical schools, in community colleges, or in technical institutes, toward that end. Our proposal would leave it to the states, as part of their vocational education planning process, to determine how the funds would be allocated among the deliverers of vocational education services within a state. We do propose that the planning committee be strengthened to include an equal number of persons representing postsecondary and secondary deliverers of vocational education services. This will assure that all deliverers within a state have an opportunity to participate in decision regarding the allocation of funds to different institution.

In response to the last part of your question, let me explain how the needs of disadvantaged and handicapped students would be met within these programs. We envision that the Basic State Grant would be used to improve, to extend, and to develop a capacity to offer programs that are current with the requirements of the workplace. This would assure that all individuals who are served by vocational education have access to programs that are current, of high quality, and directed toward the requirements of the workplace.

In addition, we are also recommending that there be a special population youth title and that the funds provided through that title be used to pay for the extra efforts and services required to serve in-school and out-of-school handicapped, disadvantaged, and other special population youth. We did not call for a specific set-aside for out-of-school youth, because we belive that a planning process in which equal numbers of secondary and post-seconadry persons participate will assure fair and equitable distribution of funds.

The adult title proposed by AVA would give priority to the training of displaced workers and individuals who are unemployed and could provide assistance in carrying out upgrading activities for existing workers to help them maintain employment. This will assure a major focus on special population adults.

However, if in the design of the new legislation, Congress decides that the set-aside approach for addressing the needs of specila populations, particularly disadvantaged and handicapped individuals, would be best, we would expect that set-aside to apply not only to the secondary level but to the postsecondary and adult levels as well.

4. Some researchers claim that quality vocational programs "cream" the student pool. In other words, these programs only select those students who can be easily trained and easily placed. This is true in cooperative education programs. As a result, most handicapped and disadvantaged students are relegated to inferior and streotyped programs. How can this be overcome?

We assume from the way this question is written that the Congressman recognizes that vocational education has been responsive to serving increasing numbers of disadvantaged and handicapped students. But it also suggests that as this has occured, these students have been relegated to inferior and stereotyped programs rather than "quality" vocational programs.

Since you did not define what you mean by inferior and stereotyped programs, we have made some assumptions about what you meant. I presume, in stating that some vocational programs are inferior and steretyped, you mean that such programs do not have requirements derived from the workplace, that such programs have just been maintained to give someone a teaching job, that there really aren't jobs available in the community, and that these programs are being used as a holding task.

I presume that you do not mean that a quality food service preparation program is inferior to a quality electronics program or that a quality auto body repair program is inferior to a computer programming program. Thus, I am presuming that the notion of inferior and stereotyped is not based on a preference for certain occupational areas but rather on the quality of experiences provided, the expectations held, and the opportunities for employment upon completion of the program.

Based upon the above assumption regarding what is meant by inferior and stereotyped, I would first recommend that we use federal dollars to aid in expanding the number of vocational programs of quality in all educational settings. From research, we have indications of some things that seem to make for quality programs of vocational education. Those programs that have active craft advisory committees who feel a sense of ownership and involvement in the program usually have a curriculum content which reflects the requirements of the workplace and for which there is a demand for prepared individuals in the community. Further, quality programs generally require students to make a major commitment in order to acquire an occupational skill. Quality programs are also those that provide students contacts with the market place through either a cooperative vocational component or other opportunities for on-the-job learning experiences in their chosen occupational field.

Quality vocational programs are also designed to help students acquire the pre-requisite basic skills needed in order to pursue the vocational instruction. Thsi instruction is often provided through special teachers of related math, science, and communication skills. Quality programs have staff who have had an opportunity to stay current with the requirements of the workplace. These programs have instructional equipment that reflects the current technology being used in the workplace, and they have been able to alter and adjust curriculum materials to the changing requirements of the workplace.

Disadvantaged and handicapped students will be helped more if we can use a portion of federal funds to expand the number of vocational programs that meet these standards of quality and if we devote some federal dollars to learn more about those institutional factors that result in one program being superior to another.

Second, we would propose that we can help prevent the relegation of handicapped and disadvantaged students to "inferior and stereotyped programs" with a change in the federal legislation.

Currently, the law rewards local school systems for establishing separate programs for disadvantaged and handicapped students rather than for mainstreaming them into regular programs, as explained earlier. Revising the legislation so that federal funds could be used to pay for the full costs of extra services for special populations in mainstream programs would require a match for special programs, but we could assure that more of these students would be given the opportunity to participate in regular programs of quality.

A third step that would help assure that special populations have access to qulaity programs would be to increase the federal appropriations for vocational education so that the dollars allocated to local systems and institutions can cover the cost of providing the intensive assessment, support services, related instruction, individualized instruction, and extra time needed to prepare these students to meet workplace standards. Support totalling approximately $300 to $400 per special student is needed to provide the extra services required.

Finally, it is important to point out that cooperative education programs are already serving a number of disadvantaged and handicapped students. A 1981 report from the Department of of Education showed that approximately 40 percent of the students enrolled in coop programs were from families in the lower socioeconomic level. During 1979 and 1980, the Targeted Jobs Tax Credit program included cooperative vocational education as a category. Through the incentives provided in this program, we were able to enhance our placement of disadvantaged and handicapped students in on-the-job learning situations. As soon as this provision was eliminated from the program and the eligible categories were limited to economically disadvantaged and handicapped individuals, cooperative coordinators found it much more difficult to get the cooperation of private employers. The labelling of individuals and the added red tape greatly reduced the number of employers participating in this program. The ability of cooperative programs to serve the broadest possible range of students can be enhances by reinstating the tax credit for cooperative vocational programs.

5. There are numerous indications that vocational educationis not readily available in rural and poor urban areas. How can the federal act contribute to solving this problem?

Vocational educators agree that many poor rural and urban areas do not have adequate vocational education programs and facilities readily available to all of their population. In order to alleviate this problem, AVA is recommending that new legislation contain provisions whereby each state must allocate a higher ratio of federal funds per capita to programs in the communities defined as "depressed." The depressed community should be narrowly defined so that states could not define more than 30% of thier population as living in depressed communities. This process would enable every state to identify those communities most in need and to provide them with increased federal funding.

Increasing access to vocational programs in ppor communities would in fact also address the objective of achieving equity through federal legislation. The emphasis on depressed areas would assure that a greater number of members of special population groups, especially those who are disadvantaged and those of limited English-speaking ability, could be served, for they represent a larger proportion of the population in those areas. Through the state plan, each state could set forth goals, strategies, and evaluation procedures for assisting local agencies and institutions in these communities to increase access and chances of success for the individuals they serve.

6. Research indicates that comprehensive high schools and regualr high schools cannot accumulate the resources necessary to operate modern vocational programs. What are the implications of this finding, especially for any new federal vocational law?

This is an excellent question and one that needs to be addressed in reauthorized vocational education legislation. There is no doubt that a majority of the nation's secondary students who need and can benefit from vocational education will in fact be served through programs in regular and comprehensive high schools.

Before answering the question directly, first, let me define the problem as I see it with the comprehensive and regular high school in terms of offering modern vocational programs. First, the offerings are not comprehensive. The range of choices is often very limited. Further, there is evidence that there is less employer involvement and sense of ownership of vocational programs in the regular and comprehensive high school than in the specialized vocational institution. However, it should be pointed out that there are exceptions.

For the most part, math and science courses have not been refocused and redirected for the vocational student. In regular and comprehensive high schools, the tendency has been to water down the college-bound curriculum for all other students, while slowing the pace and lowering the expectations.

Yet for a number of states, the comprehensive high school represents the primary means that state has for delivering secondary vocational education programs. Thus it is the position of AVA that the federal government ought not to dictate the institutional structure that a state would use in delivering vocational instruction.

Some states have sought to augment the offerings of vocational programs in their regular and comprehensive high schools by giving students opportunities to take some courses in area vocational high school centers. There are 1,500 such centers across the United States. However, in some states the dramatic drop in secondary enrollment, the financial squeeze at the local level, and the increased cost of transportation have resulted in some regular and comprehensive high schools dramatically reducing the number of students that they allow to go to the area vocational high school centers. This is particularly true in those states in which area vocational high school centers are dependent on the school systems they serve for their income.

In states where they have developed a state funding mechanism for the area high school centers and have created area boards with some tax-levying authority, this pattern is not the case. The problem is that if a regular or comprehensive high school allows students to choose to go to the area vocational school, they will in fact lose state support that is necessary to maintain the basic curriculum they believe is desirable. Therefore, in some instances schools are denying students the choice of attending area vocational centers, thus limiting the range of vocational opportunities their students may choose.

This same situation applies to regular and comprehensive high schools exercising early placement options in postsecondary vocational technical schools and community colleges. It has been popular in some communities in recent years to place 12th grade level students into a postsecondary vocational program, thus broadening the range of occupational choices for students. Usually the school system from which the students are sent has to pay the cost for this service. In some communities this has run as high as $1,000 to $1,500 per student. Because of these financial considerations, many local systems are no longer providing those options to their students.

Second, we would suggest that local school systems be allowed to use federal vocational funds to pay a portion of the cost for either early placement or for sending their students to an area vocational technical school for a portion of the day for occupational-specific instruction. This would aid these schools in maintaining basic programs in light of the financial straits facing many of our communities.

Third, we proposed in our testimony that one of the conditions for receiving federal funds in any program should be the active involvement of the private sector in assuring that program requirements are in tune with the demands of the workplace and that the programs prepare students in areas in which jobs are available. Making this a requirement for all programs would certainly be beneficial to vocational programs in comprehensive and regular high schools.

Fourth, we also have proposed the use of federal funds for making greater use of the community for learning purposes. The options for comprehensive or regular high schools can vastly be expanded by establishing quality on-the-job training stations in the community. We would not limit this option to cooperative programs. Such a provision, coupled with an appropriate tax credit to employers, could do much to broaden the options and get at one of the real limitations of vocational programs in regular and comprehensive high schools.

Fifth, vocational programs can be improved in comprehensive and regular high schools by encouraging local school systems to use federal funds to apply new technology to the delivery of instruction. For example, computer-assisted instruction opens vast new ways to individualize and expand the options of vocational education in regular and comprehensive high schools.

Sixth, in the AVA testimony we stressed the use of federal vocational funds to modernize and update existing programs. Applying this to all institutional settings offering vocational programs would certainly be of benefit to regular and comprehensive high schools.

Seventh, we urge the use of federal vocational funds to strengthen the math and science skills of vocational students in the context of their occupational objectives. This could be a useful way of giving the related and support instruction that vocational programs need in order to be successful in the regular and comprehensive high schools.

Certainly federal funding must act as a catalyst for change to provide incentives in every community, regardless of the institutional setting, to improve and to make available quality programs of vocational educaiion.

Senator Lowell P. Weicker

1. WHAT SPECIFIC RECOMMENDATIONS IS AVA SUGGESTING REGARDING THE PROFESSIONAL DEVELOPMENT AND PERSONNEL PREPARATION OF VOCATIONAL EDUCATORS CONCERNING SPECIAL NEEDS POPULATIONS AT THE SECONDARY, POSTSECONDARY, AND ADULT LEVEL?

The professional development and personnel preparation activities for vocational educators is conducted at the local and state level and frequently by the National Center for Research in Vocational Education. Preparation of vocational educators to serve special needs populations at the secondary, postsecondary, and adult level is a part of this total effort. In order to improve these programs, AVA's specific recommendation for new legislation includes the following:

1. The overriding purpose of new legislation should be to improve vocational technical education programs. A major part of this improvement activity should be professional development activities.

2. One of the major purposes of new legislation should be to assist the disadvantaged, the handicapped, persons of limited English speaking abilities and women to take full advantage of vocational education and opportunities for employment. This purpose can only be achieved with adequate personnel develoment activities and personnel preparation activities for vocational education.

3. AVA is recommending a 3-year state plan that among other things will set forth goals the state will achieve in providing programs that are accessible to and to meet the needs of disadvantaged, handicapped, and other special population groups. In addition, this state plan should describe the methods and the strategies the state will employ to reach these goals and the purposes of this act. The 3-year plan should serve to focus the state and local attention on special population groups.

4. AVA is proposing an annual plan update which will serve to review and revise the bases of operation and funding within the state. This plan will be required to assess the achievement of the goals set regarding special populations and describe the progress made under the state plan in terms of tangible results.

5. AVA is recommending 3-year local operation plans which will describe the specific vocational education programs, services, and activities proposed to be funded. Professional development and personnel preparation of vocational educators and the special needs populations must be included as a part of this local planning effort.

6. The use of federal funds in AVA's recommendation sets forth clearly that vocational education programs and related services for populations having special needs is to be included in the federal funding.

7. The AVA further recommends that the Secretary assure that program services and activities for handicapped persons funded under this act are consistent with the state plan submitted pursuant to Section 613 A of the Education of the Handicapped Act. This assurance is a part of the general provisions of submitting state application for funding.

8. AVA's recommendation for the Consumer and Homemaking Education section of new legislation would include provisions that these programs have greater outreach capability to serve the special needs of persons of limited-English speaking ability, school age and single parents, handicapped and disadvantaged persons, persons needing health care and others who need the special services in vocational education.

9. In the national program component of new legislation AVA is specifically recommending a strong program improvement activity. One component of this activity should be a strong leadership effort from the national level to improve access and successful participation in high quality vocational education programs for special population groups. In addition, this national effort should address information and outreach programs and the development of curricular and instructional materials, especially designed for special population individuals.

10. AVA is specifically recommending that funding in the basic state grant be used for pre-service and in-service training of personnel and support staff, design to prepare them to serve in special programs or to serve special needs students in regular vocational education programs.

2. AVA HAS ENCOURAGED PARTNERSHIP WITH THE JOB TRAINING PARTNERSHIP ACT. WHAT SPECIFIC PROVISIONS HAVE BEEN RECOMMENDED TO ENSURE MUTUAL CO-OPERATION AND UTILIZATION OF VOCATIONAL EDUCATION FACILITIES, STAFF, AND PROGRAMS?

The new Job Training Partnership Act and the Vocational Education Act, while similar in some respects are unique in their specific purposes. The Job Training Partnership Act is a federal initiative to afford job training to those economically disadvantaged individuals and others facing serious barriers to employment who are in special need of these services to obtain productive employment. It is a rescue operation for a targeted group. This type of initiative is an important part of national policy and serves to sharply focus federal dollars on specifically identified needs.

The Vocational Education Act, however, serves a different purpose. It has helped state and local governments to provide a sound base of vocational education institutions and programs. It has helped build capacity. The Vocational Education Act is unique in the area of employment related education and training laws. It is permanent policy which has assisted states and local communities to provide stable and continuing programs designed to prepare people for employment. Without the network of institutions in the vocational education enterprise, the Job Training Partnership Act would not have adequate facilities and programs to carry out the intent of this new law. The cost would be astronomical and the number of people who could be served would be far fewer. Thus, the strong foundation provided by the vocational education program and the local state federal partnership is essential as a means of carrying out a number of federal policies.

Specific recommendations to encourage cooperation between vocational education and JTPA include:

1. Federal funds in the Vocational Education Act should be utilized to provide a match when called for in the JTPA. This will closely link the systems together to serve special population groups.

2. AVA is recommending that a member from the State Job Training Coordinating Council established under the JTPA serve on the State Planning Committee established under the Vocational Education Act and this will provide linkages and collaboration at the state level.

3. The 3-year state plan recommended by AVA will include a description of what the state is doing to articulate programs carried out under the Vocational Education Act for those conducted under the JTPA.

4. The annual state plan update and progress report required under the new Vocational Education Act should be made available to the State Job Training Coordinating Council to enhance the coordination and articulation of programs funded under these two federal acts.

5. The 3-year local operation plan should outline the plans for encouraging coordination of vocational education programs assisted under the new Vocational Education Act with programs assisted under the JTPA and with related educational social service and economic development programs in the area.

6. Eligible recipient under the new Vocational Education Act may join together in a regional concept that would equate with the service delivery area established under the JTPA. These recipients joined together could file a single application for assistance under this act and thus increase the coordination and collaboration with the programs in the service delivery area established under JTPA.

7. The State Advisory Council funded under the new vocational education legislation should have a representative serving from the State Job Training Coordinating Council.

8. The local Private Industry Council should be afforded the opportunity to review and come in on state and local plans for vocational education.

9. The Secretary of Education and the Secretary of Labor should cooperate in implementing the vocational education data systems called for under the new Vocational Education Act and the JTPA.

10. The Secretary of Education and the Secretary of Labor should collaborate in the gathering, management and dissemination of occupational information data called for under the new Vocational Education Act and under the JTPA.

11. The National Advisory Council on Vocational Education created by this legislation should have members with experience in the field of employment job training and programs called for in the JTPA. At least one of the members should represent the National Commission for Employment Policy established under JTPA.

12. AVA recommends a specific section in the new law that will address the coordination of vocational education with the JTPA. This section will call for the states to set forth procedures and the methods for coordinating vocational education programs, services and activities with JTPA. The means of consulting with the JTPA coordinating council and procedures to encourage coordination between eligible recipients at the local level. This type of coordination will call for the state board for vocational education to give high priority for assistance to eligible recipients located in economically depressed areas and areas of high employment which are normally served by programs of the JTPA.

In summary the AVA recommendations are for federal vocational education funds to match JTPA funds, provisions for interlocking committee representation for committee authorized under the two acts for joint review and comment on operational plans, for extensive supportive services to the JTPA trainees, for a planning process at the state and local level that will enhance coordination and collaboration and for joint data and information on occupations to be gathered and utilized by recipients of both laws.

3. UNDER THE PROPOSED 30% SET-ASIDE THAT AVA IS RECOMMENDING FOR POST-SECONDARY/ADULT VOCATIONAL EDUCATION, WHAT ASSURANCES ARE THERE THAT THE HANDICAPPED AND DISADVANTAGED WILL BE PROVIDED EQUITABLE AND APPROPRIATE PROGRAMMING?

The primary purpose of a basic state grant as recommended by AVA is to improve capacity of vocational programs. This is necessary due to major changes in the workplace. By improving the capacity of existing, as well as, new vocational programs to serve the handicapped and disadvantaged, national priorities would be achieved through the basic state grant. To assure that adequate attention is given to the handicapped and disadvantaged in the 30% set-aside proposed for postsecondary and adult, AVA recommends a requirement for states to develop strategies and allocate resources to postsecondary and adult vocational programs which give attention to improving or expanding institutional capacity for serving handicapped and disadvantaged. Further, the local plan concept recommended by AVA would require that local eligible recipients define strategies and the allocation of resources they will use for improving their capacity to serve handicapped and disadvantaged youth and adults. In addition, both the state and local agencies and institutions must annually review their achievements. If their strategies fail to achieve the results desired, (example, for special population adults) they will have to show the changes that are to be made in the local or state plan to improve results in this area.

4. REGARDING THE TITLES WHICH DO NOT PRESENTLY INCLUDE THE HANDICAPPED AND DISADVANTAGED POPULATIONS (AVA'S PROPOSED TITLE ONE AND TITLE THREE), HOW WILL SPECIAL NEEDS POPULATIONS ACCESS THESE?

The AVA recommends a state and local 3-year operational plan in which both state and local recipient of funds describe the methods and strategies they would use to achieve national purposes. One of the national purposes of the basic state grant as we propose it would be to improve the capacity of existing programs and to develop new programs to serve handicapped and special population students. Both the state and local recipients of funds will be required to describe how this would be accomplished and the amount of dollars to be allocated. Further, each agency or institution would be required to conduct an annual review to evaluate methods and strategies and the desired results in regard to handicapped and disadvantaged population. If results are not satisfactory then they would, in fact, be required to modify their strategies for improving programs for serving handicapped and disadvantaged populations.

Further, we recommend that persons representing handicapped and special population communities be members of the State Advisory Council, the State Planning Council, and the new local Advisory Council for Vocational Education.

The new adult title proposed by AVA will have as its primary focus the retraining of structurally unemployed and the upgrading of existing workers. In addition, these programs will serve displaced workers with a focus on displaced homemakers and the handicapped. The adult title we recommend is not an overlap with the main thrust of the Job Training Partnership legislation. The primary thrust of that legislation is focused on economically disadvantaged. We see a great need in the next decade and a half to provide retraining services for a host of adults who will either need that training to maintain employment or will need retraining in order to be reemployed. The thrust will be primarily on the displaced worker and the structurally unemployed. We would recommend that displaced worker be defined broad enough to include the aged, the handicapped, the displaced homemaker and perhaps others.

We believe this title is essential if the nation's vocational education resources are to be utilized for adults. There is considerable evidence that many adults are more likely to seek retraining if the training can be provided closer to their home.

5. WHAT ASSURANCES DOES THE AVA REAUTHORIZATION PROPOSAL PROVIDE FOR MAINTAINING OR INCREASING TOTAL FUNDING SOURCES FOR HANDICAPPED, DISADVANTAGE, AND LIMITED'ENGLISH SPEAKING POPULATIONS?

The AVA has recommended a new title be established to provide funding to maintain and expand services provided to handicapped, disadvantaged and limited-English speaking population. This should assist them to succeed where appropriate in mainstream vocational programs or where necessary in quality separate programs of vocational education. Just as the Elementary, Secondary Education Act has proven to be a useful mechanism for Congress to appropriate large amounts of funds to pay for the extra services required to serve disadvantaged youth, a similar title in the vocational education legislation would allow Congress the means to appropriate funds needed to provide services that can make a difference in preparation of special population youth for employment.

Currently the federal funds provided through the set-aside in the Vocational Education Act amount to $50.00 per disadvantaged students served and $150.00 for each handicapped student served. This is considerable less than funds allocated through other federal legislation to enable these students to benefit from basic skills. We did stress in AVA Testimony that if the separate title did not result in appropriations that equal the current 30% set-aside within the basic state grant that states would be required to make up the difference.

It must be understood that the AVA is seeking to find an appropriate legislative strategy to increase funds being provided to deliver the extra services required for special population students to benefit from vocational programs. The current strategy and funding is not adequate.

By reauthorizing the Vocational Education Act as we recommend the Congress would in fact assist states to improve their capacity in terms of the requirements of the workplace and addressing national priorities.

We are seeking adequate funding so that we can in fact do a credible job of providing vocational skills to special population individuals, where appropriate through mainstream programs and where not appropriate through quality separate programs.

If Congress can increase appropriations for the basic state grant to approximately one billion dollars, the current set-aside approach would result not only in funds necessary for providing the extra services required for special population students to benefit from vocational education but it would enable the use of federal dollars to improve and extend existing and new programs for national priorities.

The AVA is open to explore ways whereby new vocational education legislation would provide the funds and assist state to adequately carry out the national purposes.

6. WHAT SPECIFIC LANGUAGE IS AVA SUGGESTING TO INCREASE THE AMOUNT OF FUNDING FOR COOPERATIVE EDUCATION AT THE SECONDARY AND POSTSECONDARY LEVELS?

Cooperative vocational education programs are one of a variety of work site education programs which prepare youth and adult for employment. This onsight learning experiences are used as a instructional methodology and should be viewed within the context of a total vocational education program. Cooperative vocational education programs and other onsight learning experiences should be conducted through the partnership formed by vocational education and public and private employers and labor organizations. The range of onsight learning experiences include:

° On the job training programs, paid or unpaid, including summer programs.

° Link to apprenticeship and vocational education programs in which both on the job and related instruction in the vocational education programs are accredited toward meeting requirements of the apprenticeship program.

° Cooperative vocational education programs as defined in the current Vocational Education Act.

° Vocational educators have recommended provision in legislation to strengthen the ties between programs at the local and state level and private sector employers. Cooperative programs and onsight learning experiences will benefit from these strong ties. Thus, AVA has not recommended a specific amount of funding to go to cooperative vocational education since this is one instructional methodology that, however successful, may not apply to all communities and all programs equally. However, there is a need for increased emphasis on onsight learning experiences and AVA's recommendation should provide this strengthening of cooperative education along with other onsight learning experiences.

7. THE DEFINITIONS FOR HANDICAPPED POPULATIONS WITHIN P.L. 94-482 ARE INCONSISTENT WITH THOSE IN P.L. 94-142. IS AVA RECOMMENDING CONSISTENT LANGUAGE FOR HANDICAPPING CONDITIONS AND RELATED SERVICES IN REAUTHORIZATION PROPOSALS?

It is AVA's recommendation that language defining the term "handicapped" in the new Vocational Education Act recognize and be consistent with those definitions in P.L. 94-142 that effect the same clientel. It is important, however, to note that the Vocational Education Act and the Education of the Handicapped Act are designed to provide different services to the client. This uniqueness of the two laws must be recognized when considering the definitions in the respective laws. Currently the term handicapped as defined in P.L. 94-482 is consistent with the term handicapped children as defined in P.L. 94-142. It does, however, refer to the vocational education programming and applies the definition to the programs of vocational education. In addition, the term in P.L. 94-142 relates to handicapped children which does not recognize the fact that vocational education deals with adults, as well as, in-school youth. If other inconcistencies are contained in the laws, they should be eliminated.

8. DOES AVA'S POSITION AND RECOMMENDATIONS FOR THE HANDICAPPED ENSURE THAT THESE INDIVIDUALS WILL BE:

INCLUDED IN REGULAR VOCATIONAL EDUCATION TO THE MAXIMUM EXTENT POSSIBLE

Yes! As reported by NIE the current Vocational Education Act rewards local systems and institutions for establishing separate vocational programs for the handicapped. We recommend that the requirements to match federal funds used for excess cost for handicapped students who are served in mainstream vocational programs be removed. The federal funds should be used to pay the total cost of providing the extra services. However, where special population students are served in separate programs, we recommend retaining the current provision that would require local system institutions and/or states to match federal dollars for the cost of such programs.

PREPARED FOR THE CURRENT AND PROJECTED JOB MARKET TO THE SAME EXTENT THAT NONHANDICAPPED ARE

Yes! AVA recommends that all programs receiving federal dollars be based on demand and requirement of the marketplace. This applies to programs that enroll handicapped students as well. Further, we recommend a comprehensive preassessment for the handicapped in order to plan a vocational program for them that can lead to employment.

PROVIDE THE SUPPORT SERVICES NECESSARY TO ENSURE SUCCESSFUL COMPLETION OF THEIR VOCATIONAL EDUCATION PROGRAMS?

Yes! The AVA believes that a separate title to fund services for special population students will enable the Congress to appropriate more than is currently provided for special population students. The AVA recommendation calls for a new initiative to increase national, state and local focus on the additional services required for the handicapped to successfully complete the vocational education program. This title will complement the basic state grant which will be designed to upgrade and improve the vocational education programs and services for all individuals, including special population students, and the new title will allow special populations to access and succeed in vocational programs, and to maintain these basic programs for special population students.

9. WHAT INCENTIVES DOES THE AVA PROPOSAL PROVIDE TO THE STATES FOR INITIATING AND MAINTAINING PROGRAMS AT THE SECONDARY, POSTSECONDARY AND ADULT LEVELS FOR THE HANDICAPPED?

1. The AVA recommends that the basic state grant be used to extend, expand and upgrade programs of vocational education and to develop new programs consistent with the present and projected

requirements of the marketplace. A major focus will be on providing quality education for the special population students including the handicapped. The basic state grant requires a 30% set-aside which assure that the focus on improving and extending the capacity of vocational programs is not limited to secondary level but gives focus to the postsecondary and adult level as well.

2. The AVA recommends that a new title to fund services for special population youth can be used to maintain extra services required for serving special populations including the handicapped in mainstream vocational programs. We further recommend that where such students are served in mainstream programs state and local eligible recipients would not have to match the funds used to provide the extra services. However, where it is necessary to serve such students in separate programs we recommend that the state and local eligible recipients would have to match the cost of providing such programs. The new Special Youth Title would be used for students who are still in the public school, as well as, those who have left the public schools. We propose the same provisions will apply to the proposed adult title. Those funds should be used to maintain programs of vocational education to special population adults, the structurally unemployed, the potential unemployed or those who fall in one of the categories of displaced workers.

3. AVA's proposal for state and local planning require assessment of the needs of special population groups and involvement of representatives of the special populations community. This will insure that the programs are initiated and maintained for the handicapped, as well as, other special population groups.

4. AVA recommends that states not be allowed to replace state and local funding for the special population with federal funds and where appropriate state should be encouraged to mainstream handicapped individuals in vocational education.

10. EXPLAIN IN SPECIFIC TERMS, AVA'S RATIONALE FOR PROPOSING A SEPARATE TITLE FOR THE VOCATIONAL EDUCATION OF SPECIAL NEEDS POPULATIONS. HOW WILL FUNDING AND SERVICES BE PROVIDED FOR THE SPECIFIC AND DIFFERENT SPECIAL NEEDS POPULATIONS, SUCH AS THE HANDICAPPED AS OPPOSED TO THE DISADVANTAGED?

AVA is recommending that the reauthorized vocational education legislation create a new national initiative for youth with special needs. This new initiative in federal legislation should provide a renewed effort for states to serve special population groups as they participate in vocational education. Rationale for a separate component to fund programs for youth with special needs includes:

1. Special population youth need additional services and programs sometimes compensatory in nature to assist them to access and succeed in vocational education. The current Vocational Education Act does not clearly focus the compensatory nature of these programs as would a separate component for youth with special needs.

2. States and local communities have learned from successful past efforts how to improve the preparation and the transition of special population youth from school to work. There is a need to institutionalize what we have learned and to adequately fund these programs. A new component in vocational education legislation would provide additional funding and new initiatives for states and local communities to focus on these programs.

3. The current law provides a 10% set-aside for handicapped and a 20% set-aside for disadvantaged youth. These set-asides are maximum allocations in many states and communities. This amount of funding is not adequate to provide services to special population groups. A new federal initiative would provide increased funding for youth with special needs.

4. Many of the specialized vocational schools have assessment and diagnostic centers to work with special population groups as they enter and proceed through vocational education programs. However, this is not universally the case, and particularly many of the comprehensive high school settings are in need of additional assessment centers for handicapped individuals. A new component in federal legislation to focus on the funding needs for special population youth will improve the institutional capacity in the communities to serve special population groups. The number of individuals serving will go up as a result.

The local and state plan for vocational education will be required to assess the needs of the different special population groups and plan for programs and allocate funding to these programs based upon local state planning. The guidelines in federal legislation will establish priorities and insist that federal funds be used to equitably serve the various special population groups in quality vocational education.

Senator PELL. The hearing is recessed.

[Whereupon, at 11:29 a.m., the hearing was recessed, to reconvene at 2 p.m. the same day.]

AFTERNOON SESSION

Senator STAFFORD [presiding]. The Subcommittee on Education, Arts and Humanities will please come to order.

The chairman is certainly regretful that, due to the situation with respect to the Environmental Protection Agency, which is under the supervision of another committee that I chair, I was not able to be here this morning, but I am glad that we worked out things so I could be here this afternoon.

I understand that Panel II remains to be heard, and it consists of Dr. Reuben Guenthner, Chairman, Legislative Committee, National Advisory Council on Vocational Education from Bismarck, North Dakota; Dr. Rupert Evans, National Council on Employment Policy, Washington, D.C.; and, Dr. Henry David, Project Director, NIE Study on Vocational Education in Washington, also.

Gentlemen, I think we may have some of your statements in full. If we do, we will place them in the record as if read.

We would appreciate your summarizing your testimony if you can, and the Chair will say that during the Lincoln Day recess I made a particular point of visiting some of the vocational education facilities in my State of Vermont.

So I do not know which order you wish to proceed in, and we will leave that up to you.

STATEMENTS OF REUBEN T. GUENTHNER, CHAIRMAN, LEGISLATIVE COMMITTEE, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION; DR. RUPERT N. EVANS, PROFESSOR EMERITUS OF VOCATIONAL AND TECHNICAL EDUCATION, UNIVERSITY OF ILLINOIS; AND DR. HENRY DAVID, FORMERLY PROJECT DIRECTOR, NIE STUDY ON VOCATIONAL EDUCATION, A PANEL

Mr. GUENTHNER. Mr. Chairman, my name is Reuben Guenthner. I am a member of the National Advisory Council on Vocational Education and chairman of the Council's legislative committee.

Our Council, appointed by the President, represents the private sector and others like myself, a vocational State official. A listing of our membership on the Council may be found on the last page of our written presentation. Mr. Chairman, we thank you for the opportunity to express our views on the very important future course of vocational education in America.

Our written text provides the Council's position and efforts in addressing social and economic issues as a framework in building a reauthorization for the Vocational Education Act. This framework for reauthorization is a reflection of perceptions both historical and futuristic. For some of these, I would hope that this opportunity would be granted to me to express specifically, as I summarize our written text.

Historically speaking, vocational education's involvement from the Federal role has been a movement from an agricultural to an industrial economy, including the support of war efforts, postwar economic adjustments, but, more importantly now, as we strive to strengthen our competitive stance and our defense posture, in a new age of specialized technology.

The challenge for increased productivity must have a commitment and leadership from all sectors and at all levels of our society. There are less and less job opportunities for the unskilled. A large percentage of the unemployed will not return to their jobs, even with an economic upswing, simply because of technological changes.

Vocational education is the most economic and competent deliverer of training services for the vast majority of people in this fine Nation. For example, the Vocational Education Act was designed initially to stimulate State and local dollars for expanding vocational education. It has succeeded to a respectable $6 billion State and local effort, and a delivery system to justify its existence.

In order to sustain a strong and viable partnership, a Federal role must be considered as State and local coffers shrink in response to decreasing revenues. Mr. Chairman, I may state as an example my own State of North Dakota.

Traditionally, North Dakota has relied heavily on its tax resources from agriculture. However, because it has recently developed large reserves of oil, the tax revenues from that resource, with the reductions in the price of crude oil, costs North Dakota taxpayers $10 million to support education for every dollar reduction on a barrel of oil.

A strong Federal leadership role is crucial in guiding vocational technical resources to meet changing needs and assisting States to promote and establish a standard of excellence for tomorrow's skilled work force.

Economically, our competitive superiority, founded on superb technical skills and productivity of our people in this country, is unfortunately losing ground. We must reclaim it.

Although the Federal investment has significantly resulted, educationally, in increased State and local commitment and resources, the percentage of the Federal education dollar dedicated to vocational education has been insignificant. Currently, for example, it represents only 5 percent of the Federal education dollar.

The Federal Government spends billions of dollars each year in remedial type job training programs to correct deficiencies. We heard those this morning, Mr. Chairman. Perhaps the posture needs to change from a Federal role of remediation to preventative type long-term training programs and a continued strong partnership with States and local delivery systems of vocational education.

Our Council is of the opinion that it is no longer the level of education, but rather the kind of education which determines success in the labor market.

Our Council has taken the posture of not writing a new law or rewriting the current legislation. Our purpose simply is to develop a framework of principles to be considered by those charged with writing the law governing vocational education of the future. These principles are outlined beginning on page 6 of our prepared text, if I may summarize a few of these.

Again, to continue, sustain and strengthen the Federal, State, and local partnership. The delivery system has been established through a substantial investment. Let us not reduce or suggest major changes, except to assure as a national priority that this system is fully utilized, properly focused, and continues to improve.

The priority for the Federal role should be the attention of the Congress, and there should be no consolidation with any other program at this time. The specific role is outlined on page 7.

A very important issue the Council has attempted to address is this whole issue of economic development. Vocational education can and should be a major tool in economic strategies. Every $1 billion of exports of manufactured goods in this country represents 25,000 jobs. The concept or principle of economic development must receive increased attention and input from business and industry. We submit to you this as an area for careful consideration. This cannot be developed solely at the local level.

Because the Council has significant interest and support for this area to be considered in the reauthorization process, we have, as a national council, initiated plans for a series of regional oversight hearings throughout the Nation, in cooperation with State advisory councils on vocational education, to hear from business and industry on their expectations of vocational education in increasing productivity, and how to promote a closer working relationship between the public and the private sector. We will advise this committee on the hearings and any further recommendations as they may impact on issues relating to reauthorization.

Special populations—the needs of special populations must continue to be addressed, including efforts to overcome sex bias and sex stereotyping. Our Council supports a portion of Federal funds to be used for special services, but increased flexibility and its responsibility for States to allocate funds to address this group in accordance with needs of a specific State.

The complexity and inflexibility of the current law in vocational education is a serious matter and cannot be repeated. We cannot sacrifice a continued strong Federal role merely to address the issue of need for flexibility.

The sole State agency concept should be retained. The State boards are key to the partnership. Each State operates differently. To impose from the Federal level a governance structure could jeopardize the past investment and progress made over the years. Let us avoid possible duplication. The adage, "If it ain't broke, don't fix it," may very well be our guide.

Lastly, the importance of citizenry, independent input and review of vocational education programs should not be removed. This is the way our democratic system works. My personal observation has been that a valid measure of a successful vocational program at the local level is a direct result of the local craft or advisor committee's involvement in the program. Business and industry's involvement at the State level has provided new ideas, improved relevancy and increased State support for vocational technical education.

At the national level, we as Council members serve as an independent clearing house to advise the President, you the Congress, and the Secretary on the effectiveness of your programs in vocational education.

Mr. Chairman, we believe these principles shared with you this afternoon can not only formulate the basis for a more effective Federal role, but, above all, provide a framework to assure our young people, the underemployed, and the unemployed a sense of renewed hope and increased opportunities for greater economic self-sufficiency.

Thank you, Mr. Chairman.

[The prepared statement of Dr. Guenthner follows:]

TESTIMONY

By The

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Reuben T. Guenthner, Chairman, Legislative Committee

On

VOCATIONAL EDUCATION: THE FEDERAL ROLE

Before The

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

COMMITTEE ON EDUCATION AND LABOR

U. S. Senate

February 23, 1983

Mr. Chairman:

The National Advisory Council on Vocational Education is pleased to have the opportunity to appear before this Subcommittee to present its views on the future course of vocational education in America. I wish to commend you for your support and leadership. This Committee, and all others who are interested and involved in vocational education, face a challenging task in this latest reauthorization of the Vocational Education Act. The decisions which will be made over the course of the coming year will impact on the shape of the vocational education enterprise for many years to come. We are laying the framework for our entry into the Twenty-First Century.

We already are beyond the threshold of a new era of profound worldwide changes in technology which will have far-reaching consequences on the way we work, the skills we need and how we apply them, on teaching and learning, on business and the way it is conducted, on national productivity, and on our economy. We are likely to see telescoped into a few short years the same degree of change and progress which has occurred over the past two hundred years. The changes we must deal with are structural in nature, not the kind of cyclical disruption that often in the past was self-correcting. A large percentage of those out of work today will never return to their regular jobs. There are less and less job opportunities for the unskilled. We can face that future with confusion and fear, or we can begin now to prepare for the challenges and opportunities it will present.

If we are to meet the challenges of the future, we must have commitment and leadership in all sectors and at all levels of our society. There will undoubtedly be jolts and dislocation in our economy and in society.

We can minimize these, however, if we all work together -- government, business, and education. President Reagan, in his State of the Union address, said: "Education, training and retraining are fundamental to our success . . . Labor, management and government at all levels can and must participate in improving these tools of growth." The quality of the education and training of our citizens in light of these changes will be a significant factor in determining our Nation's future role. We cannot take a laissez-faire position on the education of our citizens and the training of our workforce. These are of fundamental concern to any future national endeavors. Investment in economic development will yield poor returns without equal investment in human development.

The Federal Role

There obviously is strong national interest in rebuilding a cadre of skilled workers to increase the Nation's productivity. It should be recognized that vocational education is the most economic and competent deliverer of training services for the vast majority of people. A federal leadership role is crucial in guiding vocational and technical education resources to meet changing needs. It can also help promote and establish a standard of excellence which will assure a skilled workforce able to perform the tasks required of business, industry, the defense establishment, and others. The focus of federal involvement should be to help enhance the quality and expand the capacity of vocational education to meet the challenges which the future will bring, which indeed are already being thrust upon us today.

The success or failure of vocational education lies ultimately at the local level, in the classroom, and in the community. However, we cannot expect

16,000 diverse school districts, or even 56 States and Territories, acting separately, to galvanize into a collective force to identify the problems and opportunities which the future holds, much less plan programs and devise coordinated strategies which respond to long-term skill development needs of our economy, without guidance and assistance. There should be, from the federal level, motivation, support, and leadership to help define the larger picture and serve as a catalyst for our collective efforts.

The following statement, The Need for a Continuing Strong Federal Partnership Role in Vocational Education, reflects the Council's concerns in these areas:

> As the national debate continues on the division of responsibility for education, the place of education within the federal establishment, and the level of education budgets, the National Advisory Council on Vocational Education makes the following statement in support of a continuing, strong federal partnership role in vocational education.
>
> A strong vocational education program is essential for national economic recovery, as well as economic growth. While education is primarily the responsibility of state and local jurisdictions, vocational education programs need to be of sufficient scope and quality to meet national skilled workforce requirements.
>
> Vocational education should be part of a National Human Resource Policy designed to complement a larger policy of economic revitalization and new capital investment.
>
> The training of a skilled labor force requires close partnership between education and the private sector. Vocational education requires the involvement and expertise of business and labor in the planning and design of its programs, in order to assure high quality and relevance. Education provides the pool of workers from which business and industry can draw to meet its increasing needs for new, technolgically literate employees. Eighty percent of new jobs are in small businesses. Most of these smaller firms do not have the capacity or time to mount full-scale training

programs. Most businesses which train, do so on a job-specific basis, and need people who have basic occupational skills upon which to base the more specific training.

With leadership and commitment, people with special needs can have access to quality programs.

Historically, federal involvement in vocational education (e.g., the Morrill and Smith-Hughes Acts) has responded to national needs -- the move from an agricultural to an industrial economy, support of war efforts, post-war economic adjustment, and training to overcome foreign competition. The need has never been greater than it is now as we strive to strengthen our competitive stance and our defense posture in a new age of specialized technology.

Skills and knowledge should be current, should be consistent with the needs of the labor market, should complement national needs, and should be transportable. The transport factor is especially important for the disadvantaged and displaced workers who should be trained to be highly mobile as they leave depressed urban and rural areas in search of greater opportunity. A welder trained in Lexington, Kentucky, or Brooklyn, New York, should be able to function on the job in Houston, Texas, or Seattle, Washington.

We repeat the call made by this Council in 1975, "to reclaim the skills and productivity of the American people," as a matter of National Policy. In that statement, the Council said:

> "America is rapidly losing the technical superiority that has been the base of our prosperity, and our proudest export. Our competitive position in world markets was built on the superb technical skills and productivity of our people. We are losing that edge. We must reclaim it."

We urge that the focus be on assisting States in upgrading, modernizing, and expanding vocational programs to help achieve our Nation's economic goals. We urge Congress to continue bi-partisan support for education, and to scrutinize carefully any proposals which would weaken vocational education.

The Current Act

Great strides have been made under the Vocational Education Act of 1963, and the Amendments of 1968 and 1976. Today 16.3 million students of all ages are enrolled in vocational education of some kind. Nearly six million are in full-scale programs developing specific occupational skills. There are 278,500 teachers at all levels. Secondary schools and area vocational-technical centers with five or more vocational programs number 9,200. There are 2,000 technical institutes, community colleges, and other postsecondary schools providing vocational education.

The Vocational Education Act was designed to stimulate state and local dollars for expanding vocational education by requiring a 50-50 match. In this strictly monetary respect, it has succeeded, with state and local money now overmatching by an average of 9 to 1. The current federal contribution of $784 million is matched by state and local funding of over $6 billion. It should be noted, however, that the overmatch occurred at a time when states generally were enjoying budget surpluses. It is likely to shrink now as states are forced to shift priorities in response to decreasing revenue.

Funding for vocational education pales in comparison to what is spent on higher education in America. We spend far more on preparation and support of those students going to four-year colleges than we do in vocational and technical education. Vocational education represents only 5.2% of the $15 billion dollars appropriated last year by Congress for education.

Yet a vast majority of students will never complete a four-year baccalaureate degree. Those who do not finish, as well as many who do, are unprepared and lack the skills needed to compete in today's job market. In many instances, the jobs are there, listed in long columns in the Sunday papers. But they are jobs requiring specific skills. The untrained and unskilled, as well as highly educated generalists, do not qualify. Many are returning now to vocational and technical programs to get the skills they need. It is no longer the level of education, but the kind of education, which determines success.

The Federal Government spends billions of dollars a year on remedial-type job training programs to correct deficiencies which should have been addressed through the education system in the first place. In its second report, in 1969, this Council called on the Federal Government to "invest at least as much money in reducing the flow of untrained youth as it invests in reducing the pool of the unemployed."

With today's economic dislocations and the large number of adults who need retraining, the situation goes beyond the problem of untrained youth. Obviously, vocational education alone will not stem the tide. It can, however, make a significantly greater contribution, in cooperation with business, industry, and government, if given the opportunity and the resources.

Principles for Reauthorization

In the past 20 years, since the 1963 Act, the Federal-state-local partnership has made a substantial investment in building the capacity of vocational-technical education. We must continue that partnership now to assure that, as a national priority, this capacity is fully utilized, properly focused, and improved and expanded where needed. That priority is of such importance, we believe, that the attention of Congress should be directed solely at vocational-technical education, and there should be no consolidation with any other program at this time. The National Advisory Council believes that the following set of principles should be the basis for reauthorization of the Vocational Education Act:

Targeted Priorities

The federal role in this partnership should be to stimulate specific targeted efforts to make certain that there is a correct match between the skills taught and the jobs which will be available.

These efforts are:

1. Enhancing quality,
2. Improving equipment and facilities,
3. Keeping curricula and personnel abreast of new technology,
4. Serving handicapped and disadvantaged persons, and eliminating sex bias and stereotyping,
5. Retraining displaced workers and other non-traditional students,
6. Developing programs in new and emerging occupations,
7. Increasing cooperation between business, industry, education, and other training programs,
8. Helping find innovative approaches to accomplish these priorities.

In general, available federal funds should be limited to the following uses:

-- program improvement activities, such as above,

-- program leadership at federal, state and local levels,

-- expansion of existing programs of high quality to serve greater numbers of young people and adults,

-- establishment of new programs to meet new skill training needs, and

-- other activities, for which state and local funds may not be available, which will promote quality and excellence in vocational education.

Economic Development:

The strength of the workforce is a significant factor in the productivity of our Nation, and our competitive position in world markets. Each billion dollars of exports of manufactured goods represents 25,000 jobs. Vocational education should be a major tool in economic development strategies. It will require cooperative federal, state, and local encouragement, support, and leadership to make it a fully effective tool capable of responding to rapidly changing skill needs. Closer linkages between business, industry, and vocational education must be forged covering a broad range of activities designed to improve the relevancy and currency of vocational programs, and to improve the match between skills and jobs.

There should be incentives for business to join in a cooperative effort with vocational education in planning for changing technology and skill requirements; for retraining and upgrading the skills of existing workers in industry before they become unemployed; for job specific training for new or expanding businesses; for business donations, loans, and making available use of on-site equipment and facilities; for expanded cooperative education-work experiences; and interaction of business and education for an exchange of teachers and workers between the work site and the classroom.

The National Advisory Council is planning a series of regional hearings during April and May in cooperation with the State Advisory Councils on Vocational Education, at which it will hear from more than 50 representatives of business, industry, and labor on their expectations of vocational education in increasing productivity, and how to promote closer working relations between education and the business community. We will advise the Committee on the substance of those hearings, and our recommendations.

We believe that business and industry are ready and willing for such cooperative efforts. The National Advisory Council was impressed by the results of a survey conducted by the U.S. Chamber of Commerce of 1,400 personnel directors, which indicated substantial support for greater involvement of business with vocational education. The survey showed that business firms work with schools to advance vocational education in a variety of ways, including co-op programs, apprenticeship-type arrangement, and internships. Three out of five indicated a willingness to have students gain experience on their firm's equipment. Twenty-three percent said they would welcome students into their firms for practical work experience, and would provide supervision; 13 percent said they would do so if the schools provided supervision; and 24 percent said they were already doing it. The conclusion to be drawn from the survey is that vocational education is perceived as being effective in preparing students for employment, that there are opportunities for making it more effective, and that business would like to work with vocational education to improve effectiveness. The National Advisory Council has been working with the U.S. Chamber of Commerce in developing this survey data, along with case studies of exemplary business-education cooperative efforts, into a publication which will be useful to both the business community and educators. A copy will be provided to the Committee when it is completed.

Special Populations:

The needs of special populations, such as the disadvantaged, handicapped, displaced workers and homemakers, and the limited English-speaking, must be addressed. Continued efforts to overcome sex bias and stereotyping should also be emphasized. A portion of federal funds should be targeted at providing the special services which may be needed to assist such persons in gaining access to and completing vocational programs. States should be given the flexibility and the responsibility for allocating those funds among eligible groups, according to the needs within each state.

Flexibility:

There should be less paperwork, prescriptiveness, and regulation, in all aspects of the Act. Federal purposes and priorities should be clearly stated, but states should have flexibility in addressing those priorities and allocating funds according to the unique needs and conditions within each state.

Planning and Evaluation:

The state plan should realistically describe the goals of the state in relation to national priorities. The evaluation process should include an accountability report which would document achievements toward those goals, and provide for updating and revising goals as conditions change. This would permit the Department of Education to ascertain that federal funds were being used for priority purposes. The Department's role should be to provide technical assistance and information to help achieve the national priorities.

Allocation of Resources:

Secondary and postsecondary institutions have played an increasingly important role over the past decade in vocational education, far beyond the investment provided at the federal level. Consistent with the principle of state flexibility, the allocation of the federal funds among educational levels should be determined at the state level. There should be provisions to assure that all educational levels are represented in the planning and allocation decisions, and that articulation between secondary and postsecondary programs are emphasized.

Sole State Agency:

The sole state agency concept should be retained. This permits each state the flexibility to determine which form of governance best meets its circumstances and needs, and to assign the leadership and accountability functions. The state may designate any existing board or agency, or may create a separate entity to function as the sole state agency. Each state operates differently. To impose a governance structure from the federal level could jeopardize the investment and progress which has been made in the states over the years, and lead to possible duplication of effort.

Advisory Councils:

Autonomous national, state, and local advisory councils should be required. Majority representation on the councils must be from business and industry, to help strengthen the cooperative efforts which are needed between education and the private sector. The visibility of vocational education in the past two decades has come about directly, in large part, from activities of the advisory councils at all levels. Councils exemplify the importance of citizen input to the education system, and assure that the decisions which affect the lives of our children and our fellow workers are made with the best information available, and not just within the four walls of the education administrator's office. The input of business, industry, labor, and other interested parties should start at the grassroots level and permeate throughout the system, up to the state and national levels. The role of State Advisory Councils should be clarified by emphasizing their advisory function in the initial planning stages, in order that planners have the benefit of the council perspective early on regarding upgrading and improving programs and policy.

Mr. Chairman: The National Advisory Council believes that these principles can form the basis for a more effective federal partnership role in the future. As specific legislative proposals are developed and introduced, the Council will provide you with more detailed reaction and comments.

ROSTER OF MEMBERS

Adolphus Andrews, III
San Francisco, CA

Betty Breaux
Parole Board
Baton Rouge, LA

Vernon Broussard
University of Southern California
Los Angeles

James H. Buford
Jobs for Missouri Graduates, Inc.
St. Louis, MO

Nolan K. Bushnell
Pizza Time Theatre, Inc.
Sunnyvale, CA

Pedro Diaz
Diaz Enterprises, Inc.
Rio Grande City, TX

Joanne M. Dwyer
Dauphin County Technical School
Harrisburg, PA

Gladys S. Eddy
Colorado State University
Fort Collins

George W. Fellendorf
Fellendorf Associates, Inc.
Silver Spring, MD

Reuben T. Guenthner
State Board for Vocational Education
North Dakota

Jean Hanson
University of Minnesota
St. Paul

Caroline E. Hughes, Vice Chairman
Cushing, OK

Joan Kenney
Member, Nevada Board of Regents
Las Vegas

Edward LaMontagne
St. Joseph's College
West Hartford, CT

Esther Levens
Prairie Village, KS

William McGinnis
McGinnis Associates
Brant Beach, NJ

Edward D. Miller, Chairman
Future Business Leaders of America, PBL
Washington, DC

Byrl R. Shoemaker
Columbus, OH

Kenneth M. Smith, Chairman
National Commission for Employment Policy
Washington, DC

Calvin W. Stephens
Calvin W. Stephens and Associates
Dallas, TX

The National Advisory Council on Vocational Education
425 Thirteenth Street, N.W., Suite 412, Washington, D.C. 20004
(202) 376 8873

Senator STAFFORD. Thank you very much, Dr. Guenthner.

Dr. Evans, are you going next?

Dr. EVANS. Thank you. I will.

I'm Rupert Evans, professor emeritus of vocational and technical education at the University of Illinois.

Last year I was asked by my fellow members of the National Council on Employment Policy to draft a paper for them describing vocational education in relationship to the other training systems that we have in this country and suggesting some things that ought to be done in the way of formulating policy for vocational education during the 1980's.

My testimony refers to it, but the rationale for my recommendations really is in this publication, so you might want to think about incorporating that in the record.

Senator STAFFORD. Without objection, we will make it a part of the hearing record.

Dr. EVANS. Thank you, Mr. Chairman.

It has always seemed to me that it doesn't make a great deal of sense to look at policy for vocational education without looking at it in terms of the entire structure that we have in this country for preparing the supply of skilled workers. I have identified seven such systems. It was interesting to try to identify also the degree of Federal support for each of those systems, and the extent to which we have Federal control over the systems.

It is certainly true—I think there is no disagreement on this—that the amount of Federal control is not at all consonant, in a number of cases, with the amount of money that is put into the system by the Federal Government.

If we list these systems in terms of the amount of Federal support for the training per trainee hour, they fall into this order, as nearly as I can tell it: The military first, as you would expect, heavily supported by the Federal Government; but then CETA, now Job Training Partnership Act programs; then business and industrial training; then apprenticeship; then the universities, which is our primary source for training professional skilled workers; public vocational education; and, proprietary vocational education. And it is in that order that I think the Federal Government is contributing to their support.

Now, I have had some flak from some of my colleagues, who say, "Well, business and industrial training really does not get any Federal support," but business and industrial training is the necessary cost of doing business, therefore it is deductible from the corporate income tax, and this amounts to a substantial amount per trainee hour, as nearly as I can tell. However, I must tell you that the figures that I have are very, very rough, because we simply do not have good information about this. We know a great deal about demand data—not about the interpretation of demand data. We know a lot about demand data, but we do not know much about supply data.

So I hope that one of the things that this committee would be interested in is finding out more about the supply of trained workers and about the relationships among these different supply systems, which I think ought to be much more in touch with each other than they have been. In fact, the only parts of these seven national systems that we do know much about are secondary school vocational education (not postsecondary), and the Job Corps, which is a part of the CETA-JTPA job training system.

I mentioned that we are collecting lots of information about demand, but we are not very well able to interpret it. As nearly as I can tell from the people who are experts in this field, our predictions on demand for trained workers are now less accurate than they were during the 1960's, in spite of very serious attempts to try to do a better job of predicting the jobs for which we are going to need training.

This suggests to me that we need to pay more attention to training which is generalizable, rather than employer specific. It is a disturbing trend to me that we are moving more and more in the direction of using Federal funds for employer-specific training, and particularly for employer-specific training in the secondary labor market; that is, for jobs which are not very desirable. Such training means that when the person loses the job, then the skills are no longer usable, because they are not transferable to another employer.

Another interesting thing about these seven systems is that they differ markedly in their response to the economic cycle. In business and industrial training, the minute employment starts to go down or capital expenditure starts to go down, that type of instruction virtually disappears. When employment is going up or investment in capital goods is going up, then the amount of training in business and industry goes up very rapidly.

Contrariwise, our postsecondary vocational programs tend to be countercyclical. They expand, particularly in the part-time and adult programs employment goes down. Unemployed people will go back to the local community college or technical institute to get instruction, and so these programs expand at the bottom of the economic cycle.

Secondary school vocational education, on the other hand, tends to be responsive to the flow of people who are coming through secondary schools and, as you know, that number is decreasing almost constantly. Though it varies a lot from one State to another, it will be decreasing almost constantly until the early 1990's.

Now, what I have suggested in this study—and I'd like to cover a few of these recommendations here—is to suggest that we ought to——

Senator PELL. Excuse me. How long is your proposal?

Dr. EVANS. Beg your pardon?

Senator PELL. How long is your proposal?

Dr. EVANS. Oh, perhaps 2 more minutes.

Senator PELL. Fine. Thank you.

[The prepared statement of Dr. Evans and publication referred to follow:]

TESTIMONY OF

RUPERT N. EVANS
Professor Emeritus of Vocational and Technical Education
University of Illinois, Urbana, Illinois

Presented before the

Subcommittee on Education, Arts and Humanities

of the

Committee on Labor and Human Resources

United States Senate

February 23, 1983

I am Rupert N. Evans, professor emeritus of vocational and technical education, University of Illinois, Urbana, Illinois. This academic year I am working part time for the Ohio State University and the University of Minnesota, as well as the University of Illinois.

Last year, I was asked by my fellow members of the National Council on Employment Policy to write a monograph on policy issues in vocational education. I believe that you each have a copy of that monograph, entitled A Vocational Education Policy for the 1980s, dated March 1982.

It has always seemed to me that policy for vocational education can not make sense unless it takes into account the other major societal institutions which supply trained workers. On page 7 of the monograph I identify seven major national occupational training systems. For each of these I estimated: a. System costs borne by the Federal government; b. The degree of Federal control of the system; c. The range of quality within the system; d. Billions of trainee hours per year; and e. Federal dollars per trainee hour.

Even though I used the best sources available, these are very rough estimates. Nevertheless the effort appears to have been worthwhile, in part because no one else has bothered to do it. You may disagree with my estimate that the seven systems (the military, CETA, business and industry training, apprenticeship, universities, public vocational education, and proprietary schools) are listed here in declining order of the percentage of system costs borne by the Federal government, as well as in declining order of Federal dollars per trainee hour.

Certainly many economists disagree with my conclusion that the Federal government has been subsidizing corporate training programs. Business and industry rightfully count the cost of training as a cost of doing business and hence do not pay taxes on this cost. If corporate income tax rates are to be cut approximately in half, it seems to me that this removes some incentive for business and industry to do their own training. Certainly General Motors is seeking ways in which vocational educators in public community colleges and technical institutes can take over part of the training which GM has been doing. This may or may not be related to the tax cut. I will defer to others who are more competent to make this judgement.

It may be more important to look at Federal costs per trainee hour in each of the seven systems. I estimate that these range from $21.30 for Formal Military Training to $.13 and $.08 for Public Vocational Education and for Proprietary Schools, respectively. These estimates, also, are very rough, and they say nothing at all about the quality of the training.

Perhaps most important is the fact that very little is known about each of these seven national training systems. We know a considerable amount about Secondary School Vocational Education and the Job Corps (each of which is a part of a system), because they have been studied extensively. But the other parts of the seven systems have been studied hardly at all, and the National Longitudinal Study of the Labor Force is the only continuing mechanism we have for collecting facts about their effects.

In contrast to this inattention to the supply side of the labor force, we have extensive mechanisms for collection of data about labor force demand. Oddly, we know how to study the supply side, but we don't know how to forecast demand for skilled workers. In fact, these forecasts appear to have been even less accurate since 1970 than they were during the 1960's.

We know that the seven systems of training differ markedly in their emphasis on generalizability of training. Training for a particular job slot with a particular employer is very specific. Training for an occupation is more general. Training for a group of occupations is still more general. Most of Military and Business and Industrial training is designed to prepare a person for a particular job slot for a particular employer. Most of Apprenticeship and Proprietary School training (and some of Public Vocational Education) is designed for an occupation. Most of University occupational education and Public Vocational Education is designed for groups of occupations. The more specific the training, the more important it becomes to have accurate forecasts of demand.

The seven systems also differ markedly in their response to changes in the economic cycle. When employment or capital spending is expanding in an industry, that industry expands its training efforts rapidly; when employment and capital expenditures decline, training declines even more rapidly. Military training follows a similar pattern. In contrast, MDTA-CETA-Jobs Training and Post-Secondary Vocational Education tend to expand when employment goes down. Secondary School Vocational Education, Proprietary Schools and University professional schools are affected more by changes in the number of students who want the training they offer than by changes in the economic cycle. It appears to me that the greater the generalizability of the occupational training, the greater the occupational and geographic mobility of those trained. In view of the changes likely to occur in our employment patterns (e.g. employment in manufacturing in this country is likely to decline by the year 2000 to the current level of employment in agriculture), greater emphasis on worker mobility would seem to be desirable.

Finally, the seven systems differ considerably in their relative emphasis on formal classroom-laboratory instruction and On-The-Job (OJT) training. At one time, some of the systems used only OJT; others used only formal classroom-laboratory instruction. Now, all use both types of instruction, but we know surprisingly little about the conditions under which each is most effective.

It would be desirable if new vocational education legislation would mandate a major study of the systems which supply trained workers and the methods they use for training workers. At the same time there should be renewed attention to the problem of how to forecast demand for workers. Funding for these studies should be taken from present efforts to collect demand data, which we do not now know how to use effectively.

Recommendations

The monograph which I wrote for the National Council on Employment Policy describes the Public Vocational Education system and lists twenty-five of its strengths and weaknesses. These are categorized under the following headings: Who Receives It?, What Is Offered?, Where Is It Offered?, What Facilities Are Available?, What Affects The Size Of The Program?, and What Are The Outcomes?

The monograph concludes with a set of ten recommendations for future Federal legislation on vocational education, with a rationale for each recommendation. Because our time is limited today, I will list the recommendations but not give the rationale:

1. Expenditures from both state and federal grants should be restricted to activities which would improve the quality of vocational education.

2. Each new or reauthorized program of training should take into account the present and desired relationships among the seven major national occupational training systems and should address appropriate roles for the federal government in assisting, coordinating and evaluating the activities of these systems to produce the trained labor force which our nation must have.

3.The federal government should encourage the states to gradually equalize the number of training slots in occupational and non-occupational vocational education by increasing funding for the former.

4. States should reverse the trend toward federally supported employer-specific vocational education for the secondary labor market.

5. Primary evaluations of vocational education (except in programs for homemakers and volunteers) should be based on individual increases in annual earnings (which takes into account frequency of unemployment, duration of unemployment and hourly wage rates).

6. Vocational education should have its own longitudinal study of graduates and dropouts.

7. There should be an increase in the number of occupational training slots provided to adult workers and a decrease in the number provided to youth.

8. Federal leadership for vocational education should be provided by the U. S. Department of Education or its successor agency.

9. Federal funds for vocational education should be divided into two parts: (a) state grants and (b).federal programs. The former should be based in part on population and in part on a national competition based on each state's plan for program improvement. The latter should emphasize regional and national purposes such as serving interstate labor markets and increasing equity.

10. State advisory councils should be mandatory and should be charged with oversight of the major occupational training systems within the state.

I end this testimony with three paragraphs from the monograph about which I feel very strongly:

Vocational education says that it attempts both to meet the nation's needs for skilled workers and to increase the occupational and socio-economic mobility of its students. In practice, some vocational programs emphasize productivity and others emphasize equity. Post-secondary programs are more likely to emphasize the former and secodary school programs the latter, but these emphases vary from state to state, from city to city, and even from time to time.

It seems likely that real equity is not possible without improvements in individual productivity. The key questions revolve around how to raise the productivity of those who have been assumed to be untrainable and how to do this at a cost which society is willing to pay. If we raise the productivity of trainees, we increase the probability of satisfying employmennt. We also increase trainee perceptions of their own worth and perceptions of real equit;y by employers, by legislators and by taxpayers.

Vocational education can play an important role in revitalizing the economy and in providing greater equity to disadvantaged people. Federal support for the improvement of vocational education is essential. It may be argued that because the federal goverment supplies only about seven (or nine) percent of the cost of vocational education, this support could be eliminated with little effect. But even seven percent of total expenditures can: (a) focus attention on a continuing national problem; (b) help address national and multi-state needs; (c) provide linkages to other occupational training programs and initiatives; and (d) make significant differences in programs, if it is targeted on the margin. However, if small amounts of federal funds continue to be mingled with larger amounts of state and local funds for the operation or expansion of existing programs, the former will have little effect.

A VOCATIONAL EDUCATION POLICY FOR THE 1980s

A Policy Statement by

The National Council on Employment Policy

2000 K Street, N.W., Suite 454
Washington, D.C. 20006

March 1982

The National Council on Employment Policy is a private nonprofit organization of academicians and policy experts with a special interest and expertise in the area of employment and training. This policy statement represents the combined judgment of the Council members. Despite divergence of opinion on details, the members agreed to a unanimous statement.

Michael E. Borus, Chairman
The Ohio State University

Sar A. Levitan, Chairman
Executive Committee
The George Washington University

Marcus Alexis
Northwestern University

Bernard E. Anderson
The Rockefeller Foundation

Vernon M. Briggs
Cornell University

Rupert N. Evans
University of Illinois

Leonard J. Hausman
Brandeis University

Charles C. Killingsworth
Michigan State University

Garth L. Mangum
University of Utah

Ray Marshall
University of Texas

S. M. Miller
Boston University

Richard P. Nathan
Princeton University

Marion W. Pines
Baltimore Metropolitan
Manpower Consortium

Michael J. Piore
Massachusetts Institute
of Technology

R. Thayne Robson
University of Utah

Howard Rosen
American University

Isabel V. Sawhill
The Urban Institute

Robert Taggart
Youth Knowledge Development
Project

Marta Tienda
University of Wisconsin

Michael L. Wachter
University of Pennsylvania

Richard S. Belous
Executive Director

A VOCATIONAL EDUCATION POLICY FOR THE 1980s

The federal government's support of the vocational education system is not new and goes back 65 years. Yet despite this history, the appropriate roles of the federal, state and local governments in vocational education are being seriously debated. In fact, some critics have questioned the effectiveness of the system and have suggested that it can be combined in a more comprehensive employment and training block grant program.

The Congress shortly will be making crucial decisions affecting many parts of the nation's human resource effort. Sound human resource policies--which can increase the employability and earnings of disadvantaged workers and provide skill training required by technological changes--should not only foster a productive vocational education system, but also one which is adequately coordinated with other employment and training programs. For these reasons, the National Council on Employment Policy is publishing the thoughtful analysis by Dr. Rupert Evans, which serves as a background to this policy statement. A summary of the Council's recommendations includes the following:

1. While the major responsibility and funding of vocational education should remain on the state and local levels, the federal government has a very significant part to play. The federal government should not abandon its key vocational education roles in such areas as equal opportunity, research, knowledge development, demonstration programs, and technical and management assistance;

2. Despite recent advances in vocational education research, any findings must be tempered by the poor quality of most of the data in this area. Improved data sources, including longitudinal data following a national sample of vocational education students through their post-program years, would be a sound investment; and,

3. Even with these data problems, there are reasons for believing that the vocational education system is playing a significantly positive role in our nation's human resource efforts. Yet serious problems remain, and many specific programs could be vastly improved. Also, it does not make sense to combine all human resource programs into one block grant. The important factor is whether the various components of the human resource system work together productively.

Training and Labor Markets

To place the vocational education system in its appropriate context, several points should be made about the nature of labor markets and the human resource development system of the United States.

1. Each person who participates in the labor market must have a range of attitudes, commitments, abilities, and skills which are attractive to employers. Only a minority, perhaps one-third, of all jobs require any

form of specific preentry skill training in order for a worker to be acceptable and to perform effectively. Such occupations include all of those generally considered to be professional, technical, and vocational. Traditionally, the realm of vocational education has included those occupations requiring preentry training but less than a four-year college degree. No clear dichotomy between the vocational and the technical range has ever been made or, perhaps, is needed. Thus, vocational education serves a limited range of occupations, but it is often an important factor within that range.

For the rest of the occupational range, employees are expected to accept the discipline of the work place and provide productive labor, accompanied by whatever basic academic, physical, manipulative, and interpersonal skills are required by the occupation at the entry level. These are also necessary prerequisites for occupations requiring specific preentry skill training, but for this latter group of occupations, no other formal preentry training is required. Some within this latter range of occupations require formal on-the-job training provided by the employer, but the rest can be learned and performed successfully without formal training. Vocational training also has made an important contribution to these general employability attributes but only for those pursuing preentry training. The nation has too long neglected this broader aspect of employability development.

2. Diverse institutions provide occupational preentry training. Each institution tends to serve a different clientele pursuing a different range of occupations but with considerable overlap.

3. Federal vocational education funds traditionally have supported training in public high schools and public post-secondary one- and two-year programs in area vocational schools, technical colleges and community colleges.

4. Most vocational education serves younger individuals still in school and employed adults upgrading or changing their skills through part-time training.

5. The range of occupations for which vocational education tends to train are generally more relevant to local or regional, than to national, labor markets. Serving the local labor market and a locally oriented population, it has tended to be more popular at the state and local than at the national level during the years of emergence of a national human resource policy. Hence, despite a legislative mandate for federal matching support, the federal share has slipped to under 10 percent of the total from a high of almost 20 percent. While the specific percentage figure depends on what is included in the total package, the trend downward remains the same under a wide range of assumptions as to what is counted.

The Federal Role

Within this context, federal policymakers can pursue several alternatives:

1. Assuming that vocational education is overwhelmingly a local responsibility being supported by local taxpayers, the marginal role played by the federal government since 1917 is no longer necessary.

2. Federal support of vocational education should be targeted to help special groups by purchasing training services from state and local vocational education systems. The groups singled out for assistance include the disadvantaged, workers displaced by foreign competition, particular occupations in short supply nationally, or any other national priority, including defense.

3. The national economy is an aggregate of local economies. Also, the population is highly mobile. Therefore, there is a national interest in the quality of that which exists locally. State and local vocational education systems may be inadequate to mount the necessary research and curriculum development effort needed for self-improvement. Also, it may be wastefully duplicative for the state and local systems to pursue their own uncoordinated development efforts. Vision also may be limited by isolation. Marginal federal funding can provide leverage, coordination, and guidance for continuous improvement of the system.

4. The simultaneous challenges of:

(a) revitalizing and improving the productivity of the American economy;

(b) adapting to the vast worker displacement threatened by international competition;

(c) incorporating our disadvantaged youth and the flow of immigrants into the economy and society; and

(d) staffing an increasingly sophisticated and expanding military technology

are too serious to pursue through a fragmented, state and locally dominated training system. Hence, a vast increase in federal funding and control is necessary.

Each one of these four alternatives might be a defensible position. Yet the nation must make a choice. Either it should accept vocational education as a national priority and fund it at a level that makes the federal government at least an equal partner, with an equal voice, in the system's quality and direction, or it should assume a role more commensurate with its funding contribution. Since it is clear that, at least for the present, the federal government is not prepared to match the state and local contribution, it should accept and make as useful as possible the junior partner role for which it is willing to pay.

It is the considered judgment of this Council that each of the challenges listed in alternative four can be met adequately through the traditional federal-state-local partnership if a clarification of roles is accompanied by good will and cooperation. We believe that alternatives two and three offer the proper guides to that partnership. The special national interests outlined in alternative two may change frequently in direction and magnitude. When there is specific national interest in the training of special groups, that training can be purchased from the state and local vocational education system or other components of the local training capability. Congress can and should legislate and appropriate funds to purchase training for the disadvantaged, the handicapped, or any other large group without mandating how the state or local education system must use its own funds.

The continuing federal role in vocational education should, therefore, mostly be that of alternative three. That alternative is compatible with the existence of either the Department of Education or a national education foundation along the National Science Foundation model. The federal entity should have funding and authority to:

1. Formulate, recommend, and provide broad guidelines for a national human resource policy development, including provisions for equal opportunity, appropriately undertaken by vocational education;

2. Collect basic data on vocational education programs and participants including the long-term outcomes of various groups of participants and program strategies;

3. Sponsor research, either through state and local education agencies or through universities or private research organizations;

4. Underwrite experimental and demonstration projects through state and local agencies with appropriate federal staff or contractor guidance;

5. Disseminate the results of research and demonstration and, when approrpriate and necessary, provide incentives for their implementation;

6. Develop and disseminate curriculum and technology for improved vocational education, and assist the states to improve the quality of vocational programs; and,

7. Maintain a federal vocational agency to administer the above tasks.

National policy should continue to realize that certain states and communities will face very serious problems beyond their ability to solve on their own. Government efforts, including vocational education, must recognize these realities and provide added help to those areas that are more severely affected.

The current federal vocational education appropriation is adequate to start such an enterprise. Within an education block grant, it would be lost in the total magnitude of public education expenditure. As a marginal component of total vocational education funds, it provides little leverage in the development and direction of national policy. Explicitly addressed to research, experiments, demonstration and dissemination, as well as some added help to areas in very difficult situations, it could, without imposing the federal will, have a major influence on the development of human resources and the enhancement of productivity.

The nation's vocational education programs are being called on to fill many roles, and their services are being used by other institutions in the human resource network. However, both sound data and a clear understanding of federal, state, and local responsibilities are required for an efficient and equitable vocational education system.

The Role of the Federal Government in Vocational Education

Rupert N. Evans
University of Illinois

Why Look at Vocational Education Now?

There are seven major systems in the United States which teach people about work and prepare people for work (Table 1). Although each of these systems prepares a few people for all levels of work, universities are the primary source of training of professionals, and the other six are targeted primarily on non-professionals.

Only CETA and the military are dependent almost entirely on federal funding. CETA is slated soon for congressional review; the authorization for vocational education was recently extended for two years; military training is regularly authorized as a part of the military budget and has never been questioned seriously; and the promotion of apprenticeship programs is a tiny part of the budgets of the Departments of Labor and Education. The indirect federal contributions to apprenticeship, to business and industrial training and to proprietary business, trade and correspondence schools are substantial, but they come primarily through tax laws and student aid which do not provide a vehicle for federal influence over local practices.

Why, then, be concerned now about vocatonal education and its reauthorization? There are a number of reasons: the need for revitalization of American industry, the expected shortage of young workers, the persistence of unemployment and low earnings among minority and handicapped persons, the influx of immigrants, the resurgence of technological change; the military manpower challenge; all of these call for coordination of the efforts of our six (or seven) work-training systems.

Several of these training systems are in the midst of change. Beginning in 1982 many corporations will pay substantially lower taxes. The extent to which this will affect the training they offer is unknown. Grants and loans to trainees in most of the systems are being reduced sharply. There are a number of proposals to combine, or at least to coordinate further the training efforts of CETA and vocational education. It is conceivable that the reauthorization of CETA could soon have marked effects on vocational education. Major changes in the federal Department of Education seem certain, and the place of vocational education in this reorganization is not clear.

What is Vocational Education?

Public vocational education is a system of education and training about and for occupations which do not require a baccalaureate degree for entry. It enrolls 12 million youth and 5 million adults each year in

Table 1. GROSS ESTIMATES: SIZE OF MAJOR NATIONAL OCCUPATIONAL TRAINING SYSTEMS, RANGE OF QUALITY, AND APPROXIMATE FEDERAL COSTS AND DEGREE OF FEDERAL CONTROL

	System costs Borne By Federal Govt.		Degree of Federal Control	Range of Quality	Billions of Trainee Hours/Year	Federal Dollars Per Hour
	%	Dollars				
Military: Formal	100%	$10 Billion	Complete	Small	.5[c]	$21.30
OJT		$ 5 Billion		Medium	.2	?
CETA	98%	$4 Billion	Moderate to High	Large	1.5[d]	$2.67
Business and Industry Trng.	45%[a]	>$13 Billion	Very low	Small	>3[e]	$6.50
Apprenticeship	7%[a]	?	Very low	Medium	1[f]	?
Universities	12%[b]	$6 Billion	Very low	Medium	4[g]	$1.50
Public Vocational Education	9%[b]	$870 Million	Low to Moderate	Large	6[h]	$ .13
Proprietary Schools	1%?[b]	$198 Million?	Very low	Large	2.4[i]	$ .08?
Total		?			18.6	

Footnotes to Table 1

a. Training is a legitimate cost of doing business, hence deductible from federal corporate income tax (45 % mean rate in 1976). The rates in 1982 and subsequent years will be much lower. No one knows the extent to which this will affect the amount of business and industrial training.

b. Includes federal costs of student grants for FY 1979: $1067 million for universities, $184 million for public vocational education, and $198 million for proprietary occupational education (Rosenfeld, 1981). Federal costs of loans are difficult to calculate.

c. Student-years and costs of formal training (Cooper and Huerta, 1981). OJT costs (R.V.L. Cooper, 1981). Hours of training assumed to be 2000 per year.

d. OJT: 181,000 participants @ 684 hours/trainee = 124 million trainee clock hours/year; Job Corps, 95,000 @ 884 hours = 84 million; Classroom: 750,000 @ 884 hours = 663 million; Summer and other youth programs: 1.038 million @ 333 hours (assumed) = 713 million (NCEP, 1981, p. 2.).

e. The American Society for Training and Development says that more than $30 billion per year is spent on education and training (N.Y. Times, August 30, 1981, Section 12, p. 1). A cost of $10 per trainee hour is assumed. These are probably underestimates, and are undoubtedly the softest estimates in this table. The amount of training is positively correlated with the number of new hires and with investment in new equipment.

f. 320,000 registered apprentices, plus 50% more, not registered (Glover, 1981) @ 2144 hours/year.

g. 8 million students @ 600 clock hours/year.

h. 4 million students @540 to 720 clock hours/year; 8 million @ 360 clock hours/year; and 5 million @ 100 clock hours/year.

i. 1.5 million trainees (Belitsky, p. 8) x 40 weeks (p. 39) @ 40 clock hours/week.

Stipends and wages of trainees are included in CETA figures, but are not included for military or business and industrial training. Stipends and wages are near zero in universities, in vocational education and in proprietary schools.

There are substantial transfers among system. For example, approximately a third of CETA training funds purchase training from vocational education, the U.S. Navy buys substantial amounts of technical training from post-secondary vocational education, apprenticeship programs get theory training from vocational schools, and vocational education purchases training (especially in cosmetology) from proprietary schools.

technical institutes, community colleges, high schools and a few junior high schools. It is financed almost entirely by state and local funds, but a small proportion of federal money provides a disproportionate amount of federal direction and control.

Vocational education began at the turn of the century as a state program, but in 1917, Congress recognized the need to prepare youth for work and to help adults upgrade themselves in work which did not require a baccalaureate degree. At first, oversight was provided by a special federal agency, but during the 1930s, the U.S. Office of Education was charged with responsibility for both general and vocational education. Over the years, the original three vocational fields were increased to ten, though many people think that it still encompasses only agriculture, home economics and trade and industrial education. Currently, the 17 million students are enrolled in: agriculture (6%), consumer and homemaking (22%), distribution (5%), health occupations (5%), industrial arts (10%), occupational home economics (3%), office (20%), technical (3%), trade and industrial (20%), and other (7%). Agriculture has had the least growth, and, within this field, production agriculture has declined to its labor market share. The greatest percentage increase has been in the health occupations, and the largest numerical growth has been in trade and industrial education (Warmbrod, 1980, p. 30). Technical education actually enrolls more than 3 percent, since many technical students are listed under the occupational field to which they are most closely related.

Students may take a single course or a "program," which includes two or more vocational courses plus specified related instruction. Vocational education is unique among the six non-professional training systems because all of its programs for full-time trainees require minimum amounts of general education. It is often noted that some vocational students see the need to acquire general education for the first time when they see its applicability to success in work. Adult, part-time trainees are particularly likely to take only those courses which they feel will be most useful. Later, they may return to complete a program in order to receive a diploma or degree.

Until the 1970s, about 25% of high school students were in vocational education. When schools began to recognize that the "general curriculum" was ineffective, vocational enrollments jumped. Now, 70 percent of high school graduates take one or more vocational courses (e.g., typing), but only about 30 percent complete a program (e.g., secretarial training).

But a quarter of the students do not graduate with the standard high school diploma. This proportion has been static for a decade, and in some states it appears to be rising. More then a tenth complete the General Education Development (GED) tests and are usually considered to have he equivalent of a diploma. Virtually none of the dropouts or GED graduates completes a vocational program, and some of them have not had a chance to enroll in even one course before they drop out. Almost all of the courses which prepare a student for one or a group of occupations are available only to juniors and seniors who attend high school full time or to those who attend a post-secondary schoool.

Vocational students in the high school have lower verbal test scores and lower socio-economic status than those in the general or the college preparatory curricula. Still, vocational education "creams" its applicants. Whenever there are more applicants than there are training slots (as there often are), the "better" students are likely to be selected. Many of the rejected become dropouts, and a disproportionate percentage become CETA clients. The more acceptable the program is to employers, the more likely that it will have a good placement record, an excess of applicants, and a high level of "creaming." Even within a single large school district the range of quality (and hence of "creaming") is likely to be high. New York, for example, has highly selective, prestigious vocational high schools such as those which specialize in aviation or marine occupations as well as vocational programs which resemble a blackboard jungle.

Post-secondary vocational programs have been growing very rapidly. Their full-time students tend to have high verbal test scores and low socio-economic status (the bright child of a laborer), or high status and low test scores (the lawyer's child who reads poorly). Those who have high status and high test scores are almost certain to go to a university, though more and more of them take post-baccalaureate technical training in a community college. Most of the vocational programs for adults have moved from high schools to post-secondary schools.

From its inception until 1963, vocational education emphasized development of employee skills and productive attitudes. In line with the overall federal emphasis on aiding the poor, the 1963 and subsequent vocational legislation stressed efforts to provide increased access to vocational education and greater occupational mobility for groups which traditionally have been discriminated against in the labor market. Most vocational educators want "better" (easier to train) students, and feel that they have always borne a disproportionate burden (compared to other teachers) of the education of the disadvantaged.

Vocational teachers feel that vocational education should increase the earnings of its graduates by increasing their productivity, and that the emphasis on productivity has been minimized during the last decade. They also feel that training which prepares one to become an entrepreneur deserves a place alongside preparation for employee status.

The outcomes desired by employers differ somewhat. Large employers, who have training programs and structured internal labor markets, say, "Give us people who have good work attitudes and we will teach them the skills they need (except typing skills)." Small employers (and first line supervisors of large companies) tend to prefer people who are immediately productive.

Strengths and Weaknesses

Who Receives It?

1. Sex stereotyping has been reduced. For example, in the most solidly male programs in agriculture and trades and industries, female enrollments increased from 4 percent and 5 pecent, respectively, in 1972 to 13 and 9 percent in 1978. Male enrollments in homemaking have increased from 6 percent to 19 percent in this same period. Obviously, counseling, labor market information and a systematic dedication to removal of all sex-related barriers to training are helpful. It is probable that stereotyping in vocational programs is less than that in the labor market. However, it is still very substantial (e.g., 86% of the students in occupational programs which involve typing and filing are female). It seems clear that we do not know how to counteract fully the influence of early experiences which firmly establish sex role stereotypes.

2. Minorities take less vocational education than comparable whites, though enrollments of minorities are similar to their proportion of the population. Some schools continue to discriminate against blacks. Very few vocational instructors speak a second language, so they are not ready for the rapid increase in students with limited English speaking ability.

3. Access to training does not guarantee success in work. Earnings of female graduates of traditionally male training programs are well below those of their male competition. Similarly, the earnings of black graduates are below those of white graduates, though blacks profit more from vocational education (relative to black non-vocational students) than do comparable groups of whites.

4. Craftsmen most frequently report high schools are a source of their skilled, manual training. Black craftsmen, in particular, more frequently cite this source of training. If we add to this junior or community colleges and technical institutes (where vocational education is also offered), it would appear that the contributions of vocational education to the training of skilled craftsmen are substantial (Table 2).

5. Because of the large increases in the numbers of teenagers, more and more of the resources of vocational education have gone to youth, rather than to adults. Only about 40 percent of the enrollment is adult, and most of them are in short-term courses which are relatively inexpensive. Many schools require all adult vocational education to be self-supporting. Older adults who desire retraining for a new career are seldom given the preferential tratment which youth, minorities and women have come to expect. We do not know the extent to which lack of vocational education has affected the declining labor force participation of adult males.

What is Offered?

6. Vocational programs range from very specific to very general. This range includes: employer-specific (e.g., training machine operators

Table 2

SKILLED MANUAL TRAINING OF CRAFTSMEN, BY SOURCE

Weighted Percentages

	Whites	Blacks
Total	100.0	100.0
Military	13.0	9.3
Civilian		
High school	16.1	22.9
Junior or community college	5.1	7.2
Business college or technical institute	11.6	9.2
Apprenticeship	19.6	13.9
Company training	18.5	15.1
Other	15.7	22.3

Universe: Young men who were craftsmen at some time between leaving school and attaining ages 24-35. 860 of 1525 craftsmen reported 1364 sources of training.

Source: National Longitudinal Survey of Labor Market Experience. Compiled by Stephen M. Hills, Center for Human Resource Research, The Ohio State University.

on the work site), occupation-specific (e.g., nursing training), occupational cluster (e.g., building trades), occupational exploration, occupational survival skills, and work-related basic education.

7. Approximately a third of vocational students are in "occupational" programs, designed for particular jobs or occupations (the first three types above). The other two-thirds are in non-occupational courses such as home economics, industrial arts and career education. There they explore work, learn attitudes and skils which apply to all work, study consumer and homemaking skills, or learn basic skills which are needed in almost every occupation. Enrollments in occupational programs in secondary and post-secondary schools are about the same size, but non-occupational programs are much more frequently offered in secondary than in post-secondary schools. Minorities are more likely to be enrolled in secondary school programs and adults are much more likely to be in post-secondary school programs.

8. A third of the graduates of secondary school vocational programs go on to post-secondary school, with half of these going to universities and the other half to one and two-year programs. Almost all of the teachers of agriculture, business and office, and home economics studied these programs in high school.

Where is it Offered?

9. The 5000 high schools and 2000 community colleges and technical institutes which offer five or more vocational programs are more likely to be in urban than in rural areas. Tiny high schools may offer only agriculture, typing and home economics. As high school enrollments shrink, the range of occupational training programs available to each student is almost certain to decrease.

10. Most states now have methods for reducing undesirable duplication of services by nearby institutions. Marked progress has been made in establishing career ladders within post-secondary programs (e.g., in nursing) so that trainees who take entry level training receive credit for it when they take further training. However, transition services between secondary and post-secondary school programs are still a problem in most states, in large part because they are operated by different state agencies.

11. The quality of vocational programs in some of the large cities has been improving, but the number of training slots in relation to the number of persons desiring training is much more limited than in medium sized cities. As the quality (and, hence, the desirability) of vocational education increases, there is a natural tendency to select those who are easiest to train. This means that, depending on where they live, minorities and handicapped individuals are likely to be offered either poor quality training which no one else wants, or to be denied access to good training.

Who are the Teachers?

12. Vocational teachers often have a choice of public or private sector jobs which is not available to the academic teacher who is a liberal arts graduate with a few education courses. Most schools have a single salary schedule which is geared to supply and demand for academic teachers. This leads to high turnover rates for young vocational teachers and to the employment of teachers who have little occupational experience.

13. Vocational teachers who are recruited from business and industry are usually middle aged and are seeking a change from occupational pressures. They rarely have been taught how to organize and present their knowledge or how to work with students who are hard to teach. In most communities, they are given a classroom key and told to go in and do their best. If they survive for several years without working in the occupation they are teaching, they are likely to become out of date technically. The amount of teacher education has declined during the past decade while the number of teachers has tripled. Now, less than 7000 vocational teachers receive baccalaureates each year (usually in agriculture or home economics). The turnover rate averages ten percent, which requires 50,000 new teachers per year, assuming no program expansion. Standards for employment of teachers vary greatly from one state to another.

What Facilities are Available?

14. Few schools have a systematic program of replacing the equipment used for teaching. Equipment must be bought from the operating budget, and there is never enough money. Equipment donated by the private sector is often obsolete. Most of the machine shops are equipped with WW II surplus donated by the government. There has been no comparable donation from subsequent wars. If a new vocational program is to be opened, and the choice is between a program which requires new equipment and one that does not, administrators often choose the one with lower capital costs.

15. Under the prodding of Congress, large numbers of area vocational schools were built during the 1970s. States which chose to create secondary schools find that the comprehensive high schools which had been sending students to the area school now want to keep them at home. They are needed to retain teaching jobs which otherwise would be cut because of declining enrollment. As enrollments in the area school go down, the cost per student (and the charge-back to the home high school) goes up. This further decreases area school enrollments. Rural students are particularly affected, and may find that only one curriculum is available to them: the college preparatory curriculum.

What Affects the Size of Programs?

16. Secondary school vocational program completions tend not to fluctuate with the state of the economy, but to be a relatively constant fraction of high school graduates. Post-secondary completions are directly related to the unemployment rate, because those who can't get jobs go back to school. In contrast, the output of business and industry and appren-

ticeship training systems is related to the number of new hires and to investment in new equipment.

17. Long term decreases in program enrollment reflect the choices of programs made by students (and their parents) and are affected by perceptions of relative placement rates. If enrollments drop, the program will be discontinued. But increases in enrollments require the establishment of new classes, and these decisions are made by school authorities. New classes will be offered only if there is expectation of continuing enrollments, and the greater the cost of equipment, the greater the demand for continuity. Decisions to open new classes rarely are based on labor market forecasts, because these are regarded as unreliable. Rather, the important factors are: (a) what is the enrollment in this program in nearby schools (including private schools); (b) how many citizens have asked for the program; (c) what is the cost and where can we get the money; and (d) what is the availability of instructors? This leads to a preponderance of training for: (a) high-turnover occupations (e.g., dental hygienist); (b) occupations which are popular locally (e.g., agricultural production, in rural areas); (c) training programs which have low costs for equipment (e.g., cooperative education) or programs which have high student-teacher ratios (e.g., drafting); and (d) occupations which have poor working conditions and hence have available instructors (e.g., distributive education). The result is a set of programs which is nearly identical in every school; waste of money on labor market surveys which are not used; few programs which prepare for highly paid occupations; and slow response to changes in labor market conditions.

No one has a good solution to this set of problems. Several states are experimenting with quite sophisticated microcomputer-based occupational guidance systems which allow students to identify their abilities and interests, and to choose occupations which they want to explore. If this builds continuing demand for a course, it will be offered. A second response is expansion of cooperative education and experience-based career education programs, which are limited only by community resources, rather than by the number of different courses which the school can offer.

What are the Outcomes?

18. Evaluators have usually sought high rates of placement in the occupation for which training is offered, or in some related occupation. Typical placement rates for graduates of secondary school vocational programs are 60% for in-school instruction and 80% for cooperative education programs. Placement rates go up or down depending on the state of the local economy. Post-secondary placement rates are higher, in part because of high trainee motivation. Many part-time trainees do not leave their current job while they go to school, so "placement" rates are artificially high.

19. Post-secondary school vocational graduates typically have earnings which are higher than those of secondary school, but lower than those of elementary school vocational graduates. Unemployment rates are lower for post-secondary than for secondary school vocational graduates (Mertens, et al., 1980, p. 56 ff). It is probable that there is a sig-

nificant rate of return, especially for part-time trainees, who have essentially no foregone earnings.

20. A typical assessment of secondary school vocational education looks at hourly earnings of vocational graduates compared with a group which is assumed to be similar: usually graduates of the general curriculum. This type of analysis neglects the shorter and less frequent unemployment of those who have had vocational education.

Outcomes vary by sex and type of vocational training. Women earn less than men who have had comparable training. Hourly earnings of craftsmen who have had vocational training in high school are 7 to 9 percent higher than those who have not had such training. If they work in construction, their wages are 14 to 20 percent higher. But the greatest earnings gains are produced by training in clerical or office occupations.

Generally, the more vocatonal courses students have had, the more they work and the more they earn. The non-occupational programs are less likely to show increases in earnings. Not surprisingly, preparation for home making is associated with lower earnings.

The typical comparison of results by curriculum masks the fact that "general" graduates have an average of 3.2 vocational credits, while "vocational" graduates typically acquire 5 credits. Even "college prep" students get 2.3 vocational credits as part of their typical total of 15.8. The image of three distinct curricula with no overlap is a myth, so evaluations need to be based on the amount of vocational education and the extent to which the courses taken constitute a complete program rather than a miscellany.

21. The added cost of vocational programs varies widely, from less than ten dollars per year for some elementary school occupational awareness programs to more than a thousand dollars per year for some programs for metal working occupations. The average is believed to be about $300 per year. In the past, it would appear that increased earnings have approximately paid for the added local, state and federal investment in secondary school vocational programs but probably at current interest rates it does not. Dollar values of other outcomes of the program have rarely been assessed, but one study indicates that dropout prevention nearly pays for the investment. The assumed social values of vocational education have not been assessed as they have been for CETA.

Each time the federal investment in vocational education has increased, it has been followed by large increases in state and local expenditures. The effects that curtailment of federal spending will have on local and state expenditures are not yet known.

In the past decade, federal appropriations have increased slightly, but they have not kept up with inflation. Nor have they kept up with enrollment. Consequently, there has been a reduction of the federal share of funding from 20 percent in 1970 to 7 percent in 1980 (9 percent if student grants are included). Because few states provide more than 20% funding, there has been a marked shift toward local funding. This has been accompanied by a shift: (a) from occupational training of 3 to 4 hours per day toward non-occupational education of 1 to 2 hours per day, and (b) from teachers with long occupational experience toward teachers with short occupational experience. It seems reasonable to assume that both of these trends have been caused in part by attempts to decrease expenditures. Vocational education has grown in enrollment, but it has declined in hours per trainee, in emphasis on occupational education, and in the amount of occupational experience of instructors.

22. Studies of average returns to investment in vocational education masks the enormous range of quality even within one school system. The quality range applies to teachers, equipment, student selection procedures, and every other aspect of the program. No one seems to have found a systematic, foolproof way to identify and terminate poor quality programs except through market mechanisms: eventually, students stop enrolling in the poorest quality programs.

Another problem with many studies of returns on investment is that they neglect the fact that "... vocational and academic course work are less than perfect substitutes .... [T]he net benefit ... of vocational training may be positive for large subsets of individuals and jobs ..." and negative for other individuals and jobs (Daymont and Rumberger, 1981, p. 16). Some occupations certainly do not require pre-employment occupational training. Some individuals certainly require more pre-employment occupational training than others. And there probably is an interaction between occupations and individuals. Unfortunately, we know little about which individuals and jobs vocational education serves well or poorly.

Still another problem is that as the amount of vocational training increases, one would expect that the return on investment in such training would begin to approach the return on other types of educational investments. The large recent increase in the amount of vocational education has almost certainly decreased the average return on investment in it.

23. The only non-quantitative assessment of vocational education mandated by the federal government is supplied by state advisory councils. These groups are often dominated by vocational educators and a few of them are controlled effectively by the same state departments they are charged with evaluating.

24. The federal government attempts to collect data from all programs and about all of those in training. In fact, some data are never collected, and information is invariably two or three years late. Attempts to mandate more complete and accurate data collection have encountered massive resistance, including threats to leave the federal system because of beliefs that data collection costs would approximate the total amount of federal funds received. More accurate data could be collected from samples, at a lower cost, but local schools now pay most of the data collection costs, and sample studies could only be run by state or federal agencies.

25. No one seems to know how to reconcile fully the needs for "screening out" students for the benefit of employers and "screening in" students to meet social goals. It seems probable that those who are "screened out" of vocational education will be more likely to become clients of other governmental programs, but this is not known.

Vocational education says that it attempts both to meet the nation's needs for skilled workers and to increase the occupational and socio-economic mobility of its students. This is particularly difficult to do for persons such as the handicapped, who have low opportunity for mobility and who require particularly expensive training. In practice, some vocational programs emphasize productivity and others emphasize equity. Post-secondary programs are more likely to emphasize the former, and secondary school programs the latter, but these emphases vary from state to state, from city to city, and even from time to time.

It seems likely that real equity is not possible without improvements in individual productivity. The key questions revolve around how to raise the productivity of those who have been assumed to be untrainable and how to do this at a cost which society is willing to pay. If we raise the productivity of trainees, we increase the probability of satisfying employment. We also increase trainee perceptions of their own worth and perceptions of real equity by employers, by legislators and by taxpayers.

Increasing the Effectiveness

Vocational education can play an important role in revitalizing the economy and in providing greater equity to disadvantaged people. Federal support for the improvement of vocational education is essential. It may be argued that because the federal government supplies only about seven (or nine) percent of the cost of vocational education, this support could be eliminated with little effect. But even seven percent of total expenditures can: (a) focus attention on a continuing national problem; (b) help address national and mult-state needs; (c) provide linkages to other occupational training programs and initiatives; and (d) make significant differences, if it is targeted on the margin. However, if small amounts of federal funds continue to be mingled with state and local funds for the operation or expansion of existing programs, they will have little effect.

What Should be the Federal Role in Vocational Education?

1. Expenditures from both state and federal grants should be restricted to activities which would improve the quality of vocational education. Federal funding for vocational education should not be spent on expansion of the existing number of training slots (some 17 million). Instead, federal funds should be restricted to program improvement activities, e.g., training of staff, replacement of equipment, revision of curriculum materials, research on more effective methods of instruction and evaluation for program improvement. Still another method of improving the program might be to provide incentives for discontinuing programs. The percentage of federal funds is so low that if these funds continue to be spent on program operation, they will have no appreciable effect. The goal should be to make the present number of training slots more relevant and effective.

2. The approaching shortage of young workers, the need to keep older workers productive, the need for revitalization of American business and

industry, and the contemplated expansion of sophisticated defense weaponry all demand more effective occupational training. Each new or reauthorized program of training should take into account the present and desired relationships among the seven major national occupational training systems and should address appropriate roles for the federal government in assisting, coordinating and evaluating the activities of these systems to produce the trained labor force which our nation must have.

Which Outcomes Should be Emphasized?

3. The federal government should encourage the states to gradually equalize the number of training slots in occupational and non-occupational vocational education by increasing funding for the former. Occupational education aims at success in specific jobs, occupations and groups of occupations. It is more expensive, but it is directly targeted toward increasing real equity by providing salable skills and attitudes.

Local schools should be encouraged to accept greater responsibility for non-occupational vocational education (e.g., home making, industrial arts, career education). These programs teach about work in general, rather than jobs or occupations. They are important in achieving social purposes such as decrease of criminality, exploration of careers, better consumer and homemaking education, prevention of school drop-outs and service to disadvantaged and handicapped persons. They enable people to enter occupational education prepared to succeed. Such basic preparation should be an integral part of general education. For those not ready for a significant involvement in preparation for a particular career, non-occupational vocational education can contribute to productivity in jobs not requiring preemployment training.

CETA training programs should be maintained to "catch those who fall through the cracks." No matter how successful vocational education becomes, some youth will drop out of school before they are eligible for vocational education; some will be excluded because there are not enough vocational education slots; and some will not be served well by vocational education.

4. States should reverse the trend toward federally supported employer-specific vocational education for the secondary labor market. Many states emphasize employer-specific training as a means of economic development and spend federal money to achieve state and local goals. Some employer-specific training meets federal goals, particularly in non-metropolitan areas and in large natural resource development projects. Wherever the federal government perceives a national need in a particular occupaional area, it should supply funds for increased training in that area. Basically, however, employer-specific or job-specific training is the responsibility of employers because it benefits employers more than it benefits trainees. On the other hand, occupation-specific and occupational-cluster training increase the geographic and socio-economic mobility of trainees, and benefit society as a whole. Thus, they are a local, state and federal responsibility.

How Should Vocational Education be Evaluated?

5. Primary evaluations of vocational education (except in programs for homemakers and volunteers) should be based on individual increases in annual earnings (which takes into account frequency of unemployment, duration of unemployment and hourly wage rates). This does not negate the importance of employee job satisfaction or of employer judgments of job satisfactoriness, but direct measures of these latter factors remain an illusion.

Secondary evaluations should assess: (a) increases in knowledge of labor markets and their mechanisms (e.g., occupational descriptions, prerequisites, and working conditions; how to seek, get and hold a job; and how to improve working conditions); and (b) success in advanced training.

Evaluation should not be based on hourly earnings (because this discriminates against those who seek steady employment and advanced training on the job), nor on placement in the occupation for which the person was trained (because this limits individual occupational mobility).

6. Because long-term evaluations are more valuable than short-term assessment, vocational education should have its own longitudinal study, based on carefully constructed samples and relying much more heavily on case studies of effective and ineffective programs. Current methods of collecting data about all programs and all trainees is extremely expensive, inaccurate and slow.

Who Should Receive Vocational Education?

7. There should be an increase in the number of occupational training slots provided to adult workers and a decrease in the number provided to youth. The shortage of young workers will require more productivity from the smaller number of youth, so their training should be more intensive than it is now. The increased number of employed, adult females need training to improve their productivity. The long-term decrease in adult male labor force participation needs to be reversed, in part through retraining for post-retirement work. Adults need opportunities for both full-time and part-time training.

All youth (and many adults) need career education. Social policy would be well served if every youth, including the college-bound, learned a salable vocational skill, though less than half of them will need such training for employment purposes.

Who Should Deliver Vocational Education?

8. It seems likely that the U.S. Department of Education will be restructured, and it is possible that it will be disbanded. In either case, there is a question of who will provide federal leadership in vocational education.

Vocational education is the only one of the six major national non-professional training systems which combines occupational and general education. For this reason it should be administered in the agency which is charged with achieving federal purposes in general, special and higher education. The potential for vocational education to teach the relevance of general education, and the potential for general eduction to teach about the importance of work have not been achieved fully. However, they are most likely to be achieved through a system which emphasizes both general and vocational education. A second reason to assign vocational education to the U.S. education agency is that most states charge the state education agency with responsibility for proprietary schools. Nearly a third of high school vocational graduates continue into post-secondary proprietary or higher education, and linkages among these training systems need marked improvement.

Vocational education should not be administered in the Department of Labor, simply because DOL has responsibility for CETA training and apprenticeship training. It would be as reasonable to transfer vocational education to the Department of Defense, simply because it has responsibility for another major occupational training system.

9. Federal funds for vocational education should be divided into two parts: (a) state grants and (b) federal programs. State and local education agencies should not bear the primary responsibility for programs which serve regional and national purposes.

Grants to states should be based in part on population, but a substantial amount of the grant should be competitive with other states. The competition should be based on each state's plan for program improvement. In the past, state plans invariably have been approved because the penalty for non-approval has been too great. If the state plan competes for added funding, there is an incentive to go beyond the current plans which say, in effect, "we will comply with the federal law."

Each state should administer its grant, using its statutory mechanisms for setting educational policy. Federal grants should not be made to local education agencies, thus bypassing the state. In addition to the legal argument that education is a state function in every state, vocational education should take account of labor market areas, which almost invariably are larger than local school districts. Local education agencies which seek to serve state, regional or national purposes should compete for funds from the state and federal governments, which are responsible for serving these purposes.

10. Lastly, state advisory councils should not be made optional at the state's discretion. This is likely to muzzle or kill those councils which have been or would be critical of state administration of programs. Fixed, staggered terms of membership would allow the states to replace ineffective council members.

The state advisory council should be charged with oversight of all of the major occupational training systems within the state, and should base its evaluations of and recommendations for vocational education on desired relationships with the other systems. The membership of the council should include persons knowledgeable about each of the seven systems, plus representatives of the general public. Each state should have the option of consolidating advisory councils for occupational training programs.

Dr. **Evans**. I would like to suggest that one of the problems with Federal expenditures in vocational education is that they are so small relative to the expenditures of State and local funds that they tend to get swamped out unless they are targeted to particular purposes. I am suggesting that the reauthorization pay attention to activities which would improve the quality of vocational education, rather than just supporting existing programs.

I would like to suggest that there be an increase in the amount of occupational vocational education relative to the nonoccupational parts of vocational education. There are more students now who are enrolled in nonoccupational vocational programs than in occupational vocational programs, and I think that the occupational programs ought to be receiving increasing emphasis relative to the nonoccupational programs.

Let me stop there, since this material will be in the record, and you will have a chance to ask questions.

Senator **Pell**. Right. The presentation will appear in full in the record as if read.

Dr. David?

Dr. **David**. Thank you, Mr. Chairman.

I am Henry David, formerly the director of the congressionally mandated study of vocational education. I retired from the National Institute of Education where the study was conducted at the close of October of 1982.

Senator **Pell**. Can you hold the mike a little closer to your mouth, please?

Dr. **David**. I feel privileged in having been invited to speak to the subcommittee on the strengths and weaknesses of the present Federal role in vocational education and also to reflect on what I believe I may have learned from the study I conducted. I speak personally, and I am not representing, happily, anybody but myself.

I took the privilege of submitting to the subcommittee a brief prepared statement, which I turned over to Chairman Perkins when I testified on the final report on the study on October 21, 1981, and I would like to summarize the 25 central findings of the study in just 3 sentences, if I may.

The study concluded that the Vocational Education Act of 1963, as amended, attempts to accomplish too much with too few resources. It concluded that there are sometimes mismatches between the ends of Federal policy and the means relied upon to realize them. And, finally, it concluded that realizing the ends of Federal policy depends heavily upon State and local policies, practices, and resources.

It would be tedious to repeat here the bases for these three central conclusions, but I do think they bear on any thinking that one wants to devote to issues of reauthorization.

I have in my own mind no doubts about the appropriateness of the Federal role in the field of vocational education, as I have no doubts in my own mind about the appropriateness of an active Federal role in education, broadly speaking, and I would like to make those points very, very quickly. They relate to what might be regarded as commonplace clichés having to do with education in general.

At the risk of boring you, Mr. Chairman, I would like to point out that education is not only a national concern, as everyone repeatedly says, but that it is also a national asset and a national undertaking. I think the purposes it serves are stated over and over again as representing national interests and goals in terms of national security and prestige, of national preeminence in science and technology, of preeminence in economic activities, and the like.

The net position which I would like to affirm is that there is no greater or more important resource available to the country than its human resources, and that the primary instrument for investment in those human resources, it seems to me, is education or, in the case of vocational education, education combined with training.

I see the Federal role as being justified on three counts. It is historically related and should continue to be related to questions of opportunity for education, to access for education, and to educational improvement. I have concluded to my own satisfaction that the driving element in educational improvement, not only in the field of vocational education but also in others, has been the contribution of Federal resources and Federal purposes.

Second, I see a significant Federal role in vocational education related primarily to human resource development. I emphasize, that even though the common note struck today is its linkage to economic development. The second linkage I regard as derivative of the first.

The problems which relate to economic development lie outside, as well as within the context of education, and I do not think that education itself is a direct instrumentality for assuring economic development.

Third, I would stress the importance of the Federal role in vocational education in relation to other Federal educational and noneducational policies, as Rupert Evans and others have already done. It is impossible to separate that role from a Federal role in science policy, economic growth, international trade, unemployment and employment policies, civil rights, and the like.

The lesson I derive from this is that the most important issues having to do with the Federal role in vocational education policy turn on questions of policy intersections, interaction, and harmonization. We very frequently forget about that.

I would prefer, if you please, Mr. Chairman, to stop at this point and be happy in answering any questions that you would like to put, either in relation to the vocational education study that I directed or the observations I have made about the appropriateness of the Federal role in vocational education.

Senator PELL. Thank you very much, gentlemen.

I have one question. I would be interested in your general reply, asking Mr. Guenthner and then Dr. Evans and then Dr. David. What portion of the Federal tax dollar should be spent on post-high school education, postsecondary education, what portion on secondary school education in the vocational education field, half-and-half, two-thirds/one-third? How would you wish it done?

Mr. GUENTHNER. Mr. Chairman, in response to that, the council has not taken a posture relative to specifically a set-aside as has been proposed by other presentors. As a State official, it would seem most appropriate to deal with that in the same spirit as we are suggesting in terms of greater flexibility. I do not believe, as a professional vocational educator, that we ought to dictate that type of division nationwide, simply because States are in various degrees of development in their various programs.

For example, in my State, the State of North Dakota, we went through an era of 10 years development where at the secondary level we had very little vocational technical education for our young people, and we felt very strongly about the importance of this type of preventative type education as part of the curriculum, so we embarked, as a State agency, to address the secondary need.

Had we been in a position where the State would have had to set aside, for example, 30 percent specifically for postsecondary, I personally do not believe that we could have impacted to that level.

I am simply saying that might well be an issue that the States ought to decide.

Senator PELL. Thank you.

Dr. Evans?

Dr. EVANS. I believe that whether or not you put an additional set-aside in for postsecondary vocational education, inevitably the balance will continue to move toward greater expenditures for postsecondary education. The secondary school enrollment is going to go down, and we have the additional pressure of rapid job changes, which is going to push for greater involvement of adult education, which is primarily handled by postsecondary schools.

So I do not have an exact figure, but the trend I think is very clear.

Senator PELL. Dr. David?

Dr. DAVID. If the mechanism of a set-aside is used, it should be substantially larger than it presently is for postsecondary education. But let me observe that it does not necessarily follow that the Federal dollars should go where the clientele is, because, if you think of the Federal role as being appropriately defined by the requirements of program improvement, then the greatest realm of needed improvement is at the secondary level, and particularly in our so-called comprehensive high schools. Only a small proportion of these is sincerely comprehensive in vocational education terms. Moveover, a substantial number of these probably provide less service in terms of access and opportunity than is the case for postsecondary institutions.

Senator PELL. One other question, if I may impose on you, the question of the vocational education of the older worker, the victim of structural unemployment who has lost their job through no fault of their own. What would be your recommendations in this regard, Mr. Guenthner?

Mr. GUENTHNER. Mr. Chairman, in response to that, earlier this morning we heard a report relative to the fact that the vocational student is becoming an older student, and certainly if one of the principles that we are looking at from the Council's perspective is the unemployed, we certainly are going to have to address that in terms of the delivery system currently in place, which perhaps has been very traditional, secondary and postsecondary, that it ought to have some type of incentive from the Federal perspective which would encourage greater participation on the part of the local districts in serving the older American, and certainly those people who are unemployed or need retraining.

Senator **Pell**. Right. That would include 45 and over, which is the age group I have used.

Dr. Evans?

Dr. **Evans**. Our council has wrestled at length with this problem of the need for retraining and how it might be facilitated, and, as you know, there have been proposals floated from time to time that we take a look at the unemployment compensation programs that we have with regard to their effect on retraining.

One of the problems that I think is very difficult to deal with politically, but if we have a person who is unemployed and there is essentially no chance that that person will be able to go back to a job from which he or she was excluded, then they ought to be started in retraining as soon as possible, rather than to be encouraged to continue to draw unemployment compensation for an almost indefinite period, and I think that attention to this as a part of the problem of retraining of adults should be spoken to.

Senator **Pell**. Dr. David?

Dr. **David**. The older worker is somewhat of a misleading term as a problem area. The bulk of experience and the highest level of skills below those required for a baccalaureate or postbaccalaureate degree are found in older workers who acquire their skills as a function of work experience. Older workers, post-45, who are tool and die makers, skilled machinists, and the like, do not have the kind of problems we are talking about, so we have to discriminate in that population between those who are, so to speak, at risk and those who are not.

Increasingly, the adult portion of the population—however that weird term is defined—receives more attention and continues to need more attention of an educational, though not necessarily a formal educational, character. We estimate now, what, about 40 million or so engaged in some form of adult education, maybe at a total cost of about $27 billion annually.

Senator **Pell**. What was that figure, 40 million Americans engaged in adult education at this point?

Dr. **David**. Of one kind or another, yes.

Senator **Pell**. What?

Dr. **David**. Of one kind or another of education and training.

Senator **Pell**. How would that break down?

Dr. **David**. I would not undertake to answer that without advice of counsel, sir. I would not undertake to answer that because the numbers are very uncertain. These are close estimates. But they do involve education both within schools, for occupational and nonoccupational reasons, within an industrial setting, self-education, home correspondence, and the like. The numbers are very, very large, and it may well be that it will be recognized that this form of education, which is flexible, and to a significant extent self-directed, will become increasingly significant.

In connection with that, it is worth observing that if you do not make the appropriate early investment in people as to how to educate themselves subsequently, what is known as continuing or recurrent or adult education may not quite come off.

There is a recent study which has been completed which bears on this whole question. I can give you the precise reference if you wish, sir.

Senator **Pell**. Right. And I would be grateful if you could submit for the record any figures along that line.

Dr. **David**. Fine.

The reference is to the as yet unpublished study by Arvil V. Adams, et al., "The Neglected Source of Human Wealth: A Study of Formal Education and Training During the Adult Years." The study was conducted by the public policy program of the George Washington University under a contract with the U.S. Department of Labor (research and development grant/contract No. 28-11-81-01) and was submitted September 1, 1982. The essential data on participation in education and training during the adult years are presented in the appendix to chapter 3.

Senator **Pell**. Thank you, gentlemen, very much indeed. I apologize for the shifting of chairmen, and this concludes this hearing.

We will, at this point, receive for the record a statement by Senator Pressler.

[The prepared statement of Senator Pressler follows:]

TESTIMONY SUBMITTED BY SENATOR LARRY PRESSLER
TO
SUBCOMMITTEE ON EDUCATION, ARTS & HUMANITIES
February 23, 1983

Mr. Chairman, I want to commend the members of this subcommittee for scheduling these most important hearings and beginning the reauthorization process of the Vocational Education Act of 1963. I also wish to thank you for allowing me to submit testimony in support of this most important action.

I have long believed that vocational education offers one of the key means by which our country can prepare its workforce and utilize the talents and resources of its people. On my very first day in Congress, I spoke on the floor of the House of Representatives about the need for strengthening the vocational education systems of this country. I have continued that fight in the United States Senate. As my prior testimony and legislative proposals have indicated, I am in support of speedy and effective reauthorization of the Vocational Education Act.

As the reauthorization process begins, our country is facing staggering unemployment and overwhelmingly high youth unemployment. It is therefore obvious that vocational education has never been more essential. With over eight million people involved in secondary and post-secondary vocational education programs, the need for continuing occupation-specific training is clear.

In my own state of South Dakota, vocational education programs are vital. Last year, more than 26,000 South Dakotans were enrolled in secondary, post-secondary and adult vocational education programs.

These figures indicate that vocational education serves people--not only youth obtaining sophisticated skills needed to land their first jobs, but also workers displaced by new technology and the need for upgraded skills.

The success of the Vocational Education Act is also illustrated in high placement rates. South Dakota continues to boast a 90 percent placement rate for post-secondary vocational education graduates. It is most enlightening to learn that in these difficult economic times when unemployment is everyone's number one concern, graduates of sheet metal, ag-business, architecture, drafting, and many other vocational programs are finding employment and finding it in South Dakota. Over 87 percent of our graduates are remaining within the state which results in a $12 return for every $1 invested in trade and industrial education. This return is, of course, generated by productive employees paying taxes and buying goods and services.

While difficult reauthorization issues certainly will face this committee and Congress as a whole, the importance of the program cannot be over-emphasized. We must make a strong commitment to a federal vocational education program. I believe deeply that vocational education can inspire youth initiative, rescue disoriented unemployed individuals, and solve many of the social problems to which unemployment can lead.

Mr. Chairman, I thank you for the opportunity to submit testimony and salute you for giving reauthorization of the Vocational Education Act high priority in the 98th Congress.

Senator Pell. The recess is until 10 o'clock tomorrow morning in the same room.

[Whereupon, at 2:41 p.m., the subcommittee was adjourned, to reconvene at 10 a.m., Thursday, February 24, 1983, in the same room.]

OVERSIGHT OF VOCATIONAL EDUCATION, 1983

THURSDAY, FEBRUARY 24, 1983

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room SD-430, Dirksen Senate Office Building, Senator Robert T. Stafford (chairman of the subcommittee) presiding.

Present: Senator Stafford.

OPENING STATEMENT OF SENATOR STAFFORD

Senator STAFFORD. Good morning, ladies and gentlemen. The Subcommittee on Education, Arts and Humanities will please come to order.

I can assure our panelists and the public that the fact that I am the only member here at the moment is not an indication of lack of interest on the subject, but it is an indication of the symptom that is bothering the Senate a good deal these days. That is that there so many subcommittees meeting, and the Senators are attempting unsuccessfully to be in several places at once.

I am also supposed to be at the Subcommittee on the Handicapped at this moment since I am also a member of that subcommittee, but since I am chairman of this committee, I am here.

On this, the second day of hearings on the Vocational Education Act, the Subcommittee on Education, Arts and Humanities will investigate national employment needs and the promotion of greater cooperation in vocational education among the various participants of the private and public sectors.

In this regard, our witnesses represent a wide spectrum of those organizations who, in essence, are the end-users of our vocational system. Employers do just that: they employ our vocational schools' product, the student seeking his or her start in the work force. They also employ many of the workers who find that their skills are eroding with the advance of technology and who seek retraining to preserve their livelihoods.

Therefore, our objective is to hear the assessment of employers regarding the work skills of our work force. By so doing, the Subcommittee can better judge the quality of our vocational programs.

Furthermore, we welcome the suggestions the business community has for improving the interaction between schools and business in vocational education. As one of our witnesses will suggest this morning, there is too much fragmentation among the participants of our vocational education, job training and economic development systems.

I hope that this morning's discussion will initiate the process by which the Federal Government can more closely unify the conduct of vocational education, job training, and economic development.

The Chair will note in passing that during the so-called Lincoln Day recess, while home in the State I have the privilege of representing, the State of Vermont, I went out of my way to visit vocational education training facilities and to try to understand their relationship with some of the high-tech industries that are now some of the principal employers of my State, such as General Electric and IBM.

I am happy to see that our first panel is at the table: Mr. Fred G. Wells, assistant vice president, intercompany contracts, Mountain Bell Telephone, Denver, Colo.; Mr. Richard Hartshorn, supervisor, technical training section, management and training development, Ford Motor Company, Dearborn, Mich.; Dr. Susan Ueber Raymond, vice president, program operations, Center for Public Resources, New York, N.Y.; and Mr. Alvin Tucker, Director of Training and Education, Office of the Assistant Secretary of Defense for Manpower, Reserve Affairs, and Logistics, U.S. Department of Defense, Washington, D.C.

I welcome the panel on behalf of the Subcommittee on Education, Arts and Humanities: I would ask you to proceed in whichever order you wish. We have your full statements. It would be appreciated if we might place those in the record as if read and then you might be willing to summarize the statements rather than read them verbatim within the confines of the time available. We will proceed in whatever way you wish to proceed.

Lady and gentlemen, the floor is yours.

STATEMENTS OF RICHARD HARTSHORN, SUPERVISOR, TECHNICAL TRAINING SECTION, MANAGEMENT AND TRAINING DEVELOPMENT, FORD MOTOR CO., DEARBORN, MICH.; FRED G. WELLS, ASSISTANT VICE PRESIDENT, INTERCOMPANY CONTRACTS, MOUNTAIN BELL TELEPHONE, DENVER, COLO.; DR. SUSAN UEBER RAYMOND, VICE PRESIDENT, PROGRAM OPERATIONS, CENTER FOR PUBLIC RESOURCES, NEW YORK, N.Y.; AND ALVIN TUCKER, DIRECTOR OF TRAINING AND EDUCATION, OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE FOR MANPOWER, RESERVE AFFAIRS AND LOGISTICS, U.S. DEPARTMENT OF DEFENSE, WASHINGTON, D.C. A PANEL

Mr. **Hartshorn**. Mr. Chairman, I am Dick Hartshorn, supervisor of technical and training contracts for Ford Motor Co.'s North American automotive operations. I am speaking on behalf of the nearly 50,000 members of the American Society for Training and Development, who are engaged in employer-provided education, training, and retraining for the Nation's work force. My comments today focus on the development of competent performers in the workplace. My purpose is to describe vocational education as it might be viewed from the perspective of the workplace and the potential it affords job opportunity.

In the context of the employer's orientation to education, "vocational" would most typically be described as part of "technical" education. While these terms are not interchangeable, it would appear that the focus and intent of efforts to develop work force competence should concentrate on common, if not collaborative, objectives between the education and industrial communities.

There is a fundamental difference between the purposes of a technical education program and general education—whether it is at the high school or college level. General education, by definition, must provide a background in many areas to enable the student to acquire skills and knowledge which will establish him or her as a functioning member of society. General education, therefore, contributes to the broad range of information and prerequisites necessary for the individual to handle his or her daily affairs. The traditional methods of acquiring these capabilities seem appropriate, since they are primarily application free, even though they are nevertheless very worthwhile. That is, general education is not necessarily aimed at developing a specific set of job-related skills.

In contrast, technical education should be highly application-oriented—or job-oriented—if we expect to have any effect on job performance, A fundamental point is technical training must deal with a job or task performed by an individual in the work setting. Another major requirement for a technical training program is that it should produce qualified task performance. The only purpose for a technical training program is to improve or qualify an individual to perform specific tasks. Establishing acceptable parameters for a task performance thus determines when the training has accomplished its goal and assures us that the individual being trained can perform the required tasks acceptably. The key to development of effective vocational or technical training is to concentrate on defining appropriate job performance specifications. Therefore, vocational education, if it is to serve the employer and society, must be relevant to the needs of the employer, the student and the job tasks of the workplace.

Observations of the vocational education system suggest a number of differences which may provide insight into some areas for improving the outputs of the vocational education system. These comments are not intended as an indictment of the entire vocational education effort or based upon documented research on the subject. They are judgments gained from experience in the field of industrial training and the application of performance-based training to practical problems.

Vocational education is supported by an incentive system that is counterproductive when compared to the performance-based approach just described. Funding for vocational education is determined on the basis of a combination of factors—for example, the number of students and the number of classroom hours. Vocational education tends to concentrate on curriculum and lesson plans rather than on tasks and competence. For example, a recent offering from a particular community college technology program focusing on automation and robotics included a course on electron tubes. This is analogous to offering courses in slide rule use as a prerequisite for computer programing. The value of this kind of curriculum offering is subject to even more criticism if the question of task performance in the robotics field is reviewed.

Curriculum in the vocational education system is patterned after that of the general education approach, which employs traditional methods. Lesson plans tend to utilize existing materials and information without regard to the specific requirements of the job tasks. As a result, outmoded texts and materials became the content for sources and programs which, to be effective, should be addressing the forefront of technology.

An effective arrangement for updating and qualifying vocational educators does not seem to be an integral part of national policy. Improvements in linking vocational educators and employers through judicious use of Federal policy should provide incentives to both employers and educators. Increased collaboration could result in vocational education that develops individuals whose preparation is geared toward required job skills and available career opportunities. This seems to be an increasing need as the shift to high technology accelerates.

In conclusion, the vocational education system should strive to develop job-relevant skills and should be measured by its ability to deliver trainees whose task performance can be assessed. Federal policy should be directed at providing incentives which give highest priority to the development of individual competence and discourage wasteful practices that use outmoded methodologies and curriculums.

Recommendations to help in accomplishing these objectives could include:

Encouraging the use of performance-based training as the means of developing student competence;

Encouraging information exchanges and personal contacts between industry and vocational educators;

Establishing advisory councils from industry to help vocational educators determine appropriate courses of action.

I will be glad to answer your questions.

Senator **Stafford**. Thank you very much, Mr. Hartshorn. We will reserve questions until all members of the panel have testified. We appreciate your statement very much.

Who is next?

Mr. **Wells**. Good morning. My name is Fred Wells. Up until a month ago, I was the assistant vice president of training and education at Mountain Bell Telephone. A month ago, I accepted a special temporary assignment to prepare to seperate (divest) from AT&T.

Although our training population is not large by a national comparison, even though we have a base of approximately 50,000 employees, it is an adequate sample from which to draw conclusions. At this time, I would like to depart from my prepared text, Senator, and make some key comments.

Although I might agree with Dick that we sometimes see vocational educators doing things in a more traditional fashion than we would like, that would not be my primary focus. It would, however, be secondary. My primary focus is based on linkages between vocational educators and industry.

In the prepared text I describe four or five efforts we have made in the Western part of the United States where the employer and the vocational education institution jointly prepared the program. The results were outstanding from the employee and industry standpoints. It gave both groups a better focus on the problem, a better focus on what is needed, and it provided the type of capabilities that these employees needed to have when they came to us—which causes me to comment further.

It seems to me that a vocational education system that concentrates only on numbers is probably somewhat out of sync with the needs of the system. We have not initiated programs where we did not have a need for hiring. I believe that this is an important thing to remember. If there is a program which necessitates training people for jobs, and then there are no jobs, the training program is for naught. In all of the training cases that we have had, there was implicit agreement that people who would graduate with average or above scores from those courses would be hired by us, and we committed to that agreement. That makes the program a little more valuable to everyone. We also have worked fairly successfully in areas of women and minorities. I cite one of those cases in the text. Realizing that this Senate subcommittee does not deal in writing tax legislation, I must say that the basis for success in a vocational education industry link-up is the linkage itself. There must be something that encourages a cooperative effort to afford the employers a chance to have some input, to identify the job competency needs and other things that bring them together in a partnership. Although it is probably not pertinent to this hearing, I would mention that we have done some exploratory work through the American Council on Education in preparing what we call joint venture. It is a "how to" cookbook: how to get the industry and education side of the house together in a joint venture where both can play an important role. A program like this might be one on which the Senate could model legislation. The key points are that both employer and education must have a stake in the partnership.

Second, we would suggest providing Federal support for cooperative education programs, and as said before, these programs can be extended to include the economically disadvantaged or women and minorities in nontraditional fields. We have done a substantial amount of work in preparing women who are not in traditional fields.

It might be going a little too far to state, but you might also require that vocational education institutions secure matching funds from employers to be eligible to receive Federal funds. This requirement would assure that both have gotten together in the partnership and have met all the needs of the vocational education requirements at that time.

Also, tax incentives could be provided for employers who share or contribute state-of-the-art equipment, facilities, and personnel with vocational education institutions. The earlier statement made by Dick about out-of-date technology being used in vocational education institutions holds a lot of truth.

We have supplied a lot of equipment to the various vocational education institutions we work with to assure that they train people with up-to-date equipment.

Then last we suggested again you do not write this kind of legislation, but we know you have a lot of influence. Finally, we suggest again that you do not write this type of legislation. And, being aware of your influential abilities, we suggest you extend employer education assistance provisions of the Revenue Act of 1978, which expired the end of 1983. As you know, these provisions state that employer-provided education and training is tax exempt; and if it becomes subject to tax, it will have a serious effect on training and education efforts in the industry.

Thank you, Senator.

Senator STAFFORD. Thank you very much, Mr. Wells. We will place your written statement in the record together with your extemporaneous comments, if that is agreeable to you.

[The prepared statement of Mr. Wells and comments referred to follow:]

Statement of

Fred Wells
Assistant Vice President - Intercompany Contracts
Mountain Bell Telephone
Denver, Colorado

on behalf of

American Society for Training and Development

regarding

Reauthorization of the Vocational Education Act

February 24, 1983

Subcommittee on Education, Arts and Humanities

Robert T. Stafford, Chairman

Good morning. I am Fred Wells, former Assistant Vice President of Training and Education at Mountain Bell Telephone. Up until January of this year, when I accepted a special project related to the Bell System divestiture, I headed the training and education efforts for approximately 50,000 employees in our seven-state region. I am chairperson of the National Issues Committee of the American Society for Training and Development, the organization which represents the field of employee education and training. I have also served as a consultant to the American Council on Education's Program on Non-collegiate Sponsored Instruction and am currently a Commissioner of the Office on Educational Credits and Credentials.

It has been my experience during the 25 years that I have been involved in employee training efforts, that vocational education has a very significant role to play in providing industry with the competent, motivated and well-trained human resources needed to run our businesses. Vocational education will become increasingly important in our efforts to cope with the rapid pace of technological change.

Industry and vocational educational institutions have begun to realize that it is in their mutual best interest to work cooperatively to establish a qualified work force in technical fields. Since cooperative programs provide an opportunity for industry and educational institutions to tailor a curriculum to meet specific needs, technical training program graduates come to the job with the skills required to be productive immediately.

Mountain Bell has been a pioneer in the area of cooperative training programs with both secondary and post-secondary educational institutions. I'd like to review a few of the areas where our company has established cooperative programs to provide career opportunities in technical fields for both present and prospective employees. Many of these programs have been designed specifically to provide opportunities for women and minorities in technical fields.

Introduction to Outside Plant - Albuquerque Technical Vocational Institute

Our premiere effort in the field of cooperative training ventures began in September of 1980. Introduction to Outside Plant is offered through Albuquerque Technical-Vocational Institute in Albuquerque, New Mexico. The program is designed to provide an opportunity for women and minorities to obtain basic knowledge in installation, cable splicing and pole climbing. Mountain Bell loaned pole climbing equipment, poles and some tools to T.V.I. As of January 1, 1982, T.V.I. assumed all responsibilities for the course.

ESS Preparatory Curriculum - Metropolitan State College

The Electronic Switching System (ESS) is used in the Telecommunications field in nearly all Central Offices. In order to prepare present and prospective employees to work with this equipment, Mountain Bell has placed the equivalent of one initial ESS training module at Metropolitan State College in Denver, Colorado. Metropolitan is a four-year, public institution, offering degrees in technical fields. Graduates of this course either receive additional consideration on intra-company transfer requests or on employment applications. Ninety students are currently enrolled in the second semester of this course. Since the company anticipates high future demands for ESS technicians, we believe this course will prove to be extremely valuable.

Telecommunication Technology - Idaho State University

The Telecommunications Technology Curriculum is offered at Idaho State University's School of Vocational-Technical Education in Pocatello, Idaho. This program is designed to benefit Mountain Bell and independent telephone companies. Students completing the program have theoretical and practical knowledge of advanced telephone devices and systems. Both two and four semester programs are available. Graduates of the program have been hired by independent telephone companies, cable television firms and Bell Operating Companies. Mountain Bell supplied course material and telecommunications equipment for this program.

Customer Clerk Training-Westminster, Colorado Distributive Education Facility

This program is an example of a cooperative program in a non-technical area offered at a secondary public school. The Customer Clerk Training curriculum was placed in the Westminster Distributive Education program to train high school students for the Customer Clerk position. The training was integrated into the students' regular Customer Sales Program.

Mountain Bell donated telephone equipment and an instructor for the initial course. Students were screened before enrolling in the program to ensure that they met Mountain Bell's employment qualifications. Seventeen students successfully completed the course. Fifteen of these students were interviewed for Customer Clerk jobs and eleven accepted the position.

Additional Programs

These programs represent a few of Mountain Bell's cooperative education ventures. In addition to the vocational education area, Mountain Bell has several programs designed to facilitate further cooperation between industry and academia.

Government's Role in Cooperative Ventures

Industry and vocational educational institutions have begun to work cooperatively to meet the ever-changing needs for new knowledge and skills in the 80's and beyond. There is still a long way to go, however, and we must utilize all available resources to develop a skilled workforce able to meet the challenge of a competitive world market.

We believe that our government has a significant contribution which it can, and must make, to ensure the success of these cooperative efforts. The role of the federal government as we see it, is to use national policy and legislation to provide incentives for vocational education linkages. Specifically, federal legislation might be adopted which:

- encourages cooperative efforts in vocational training to afford employers an opportunity to identify job competency needs for vocational education,
- provides federal support for cooperative education programs; these programs can be extended to include the economically disadvantaged or to prepare women and minorities for non-traditional fields,

- requires that vocational educational institutions secure matching funds from employers to be eligible to receive federal grants,
- provides tax incentives for employers who share or contribute state-of-the-art equipment, facilities and personnel with vocational education institutions. This could include personnel exchange programs such as Mountain Bell's Officer-in-Residence Program.
- extends the Employer Educational Assistance provisions of the Revenue Act of 1978 which expire at the end of 1983. These provisions state that employer provided education and training is tax exempt.

In addition to these legislative recommendations, we suggest that research be conducted on the feasibility of offering grants to employers and educational institutions who establish cooperative training programs. The grant could also provide for the purchase of necessary equipment for the programs.

These measures, if enacted by the federal government, will facilitate cooperative efforts between industry and vocational education institutions. Mountain Bell, and many other industries throughout the United States, believe that cooperative technical training programs will meet our needs for competent, motivated employees. We cannot emphasize strongly enough that our human resources are the foundation of our country's ability to compete in the world marketplace.

American Society for Training and Development
Comments for the Senate Hearing Record
on
Reauthorization of the Vocational Education Act

"National Employment Needs
and Private/Public Sector Cooperation"

February 24, 1983

Subcommittee on Education, Arts and Humanities
Robert T. Stafford, Chairman

VOCATIONAL EDUCATION

All indications are that the competence and performance of the work force will play an increasingly critical role in the economic well-being of the nation. The quality of our human resources will become a major determinant in our success in coping with technological change and competition in the world market place. The growing demands for high levels of work place proficiency coupled with ever-changing needs for new knowledges and skills call for new orders of occupational education and training. It will be necessary to utilize all responsive resources for providing useful job competencies for those who produce the nation's goods and services.

The strong trend for growth of the employer role in human resource development will undoubtedly continue because of its immediacy and relevance. However, there will be a new set of challenges to build a stronger, more relevant role for the traditional public vocational education system to provide generic skills and specific skills where feasible, especially for smaller employers.

ASTD, representing that constituency which is engaged in the extensive enterprise of occupational education and training directly in the work place, is making a series of general recommendations regarding national policy and legislation for public vocational education.

Effective, on-going communication between educators and employers is essential for identifying occupational and job competency needs for vocational education. An appropriate federal government role for improving educator-employer communication would be to use national policy and legislation to provide incentives to both educators and employers for vocational education linkages. Such policy and legislation should place emphasis on building these linkages at local levels for more effective ownership of the problem and for more relevance to actual needs.

Among the possibilities for using federal legislation and support to strengthen vocational education are:

1. Encourage education-work arrangements where employers have the controlling voice in identifying job competency needs for vocational education.
2. Provide more federal support for cooperative education programs to bring benefits to educational institutions, students and employers through the many exchanges inherent in cooperative education practices. Cooperative education might well be extended beyond traditional areas with new benefits, e.g., for the economically disadvantaged.
3. Make federal grants to vocational education institutions contingent upon their securing matching funds from employers. This practice would bring likely assurance of increased relevance of those vocational education programs to work place needs.

American Society for Training and Development

4. Provide tax incentives for employers to share or contribute modern state-of-the-art education and training resources with vocational education institutions including equipment, facilities and personnel. This approach could include personnel exchange programs for sharing specialized human resources for planning and instructional purposes.

Federal legislation which would support new collaboration between vocational educators and employers could have these important benefits:

1. Vocational education outcomes better attuned to available job and career opportunities;
2. Training in skills and knowledge (specific job competencies) directed to higher proficiency and achievement in the actual workplace;
3. More realistic job and career expectations of students when they enter the world of work;
4. Improved communication links between employers and educators for assessing continuing education needs;
5. More efficient investment of both public and private resources in the human capital of our economy.

FACT SHEET

WHO: THE AMERICAN SOCIETY FOR TRAINING AND DEVELOPMENT

WHAT: The major non-profit educational association serving the professional needs of practitioners, administrators, managers, educators and researchers in the field of human resource development.

WHERE: Suite 305, 600 Maryland Avenue, S.W., Washington, DC 20024
(202)484-2390.

PURPOSE: Educational - To promote the professional growth, competence and effectiveness of its members; to serve as the communications link for the human resource development community; and to represent their views in the public arena.

ACTIVITIES:

Educational meetings - annual national conference and exposition in the spring; regional conferences in the fall; and other ASTD sponsored professional development workshops year round.

Publications - Training and Development Journal (monthly), National Report (bi-weekly newsletter), chapter and subgroup publications, books.

Training Resource Center - research and referral services; speaker and consultant directories; comprehensive talent bank.

Subgroups - 134 local chapters, 6 divisions and 42 special interest groups for investigation into particular specialities; volunteer-led task forces and project teams focusing on topics such as national issues, professional development and research.

Industry spokesperson - representation in national affairs; education/work cooperation; professional development and competency.

MEMBERSHIP: Includes nearly 50,000 human resource development specialists in every industry, public and private. The professional membership is responsible for designing and implementing training and development programs for the workforce. ASTD members come from more than 4500 different organizations in all types of business, industry, educational institutions and government.

HISTORY: ASTD was founded in 1944 by a group of wartime trainers who recognized the need for such an information sharing organization as they struggled to prepare a workforce for the suddenly activated military industry.

OFFICERS:

President - Julie O'Mara, Response and Associates
Castro Valley, California

President Elect - David W. Jamieson, MRG Associates
Los Angeles, California

Senator **Stafford**. We will leave it to Dr. Raymond and Mr. Tucker as to who goes next.

Dr. **Raymond**. Mr. Chairman, my name is Susan Raymond. I am vice president in charge of program operations for the Center for Public Resources in New York. You have my written statement. I, too, will depart from the text a bit.

I think I am going to line up foursquare behind Mr. Wells. So some of what I say may be a little repetitive.

First, because CPR is neither Ford Motor Co. nor Mountain Bell, let me give you a little bit of background. The Center for Public Resources is a nonprofit organization in New York, established 6 years ago to design innovative, pragmatic methods for mobilizing business resources to address public need in ways that are consistent with market objectives. The emphasis at CPR is not on philantropy. Rather, we are interested in matching business' market incentives and problems directly to public interest so that the resultant solutions are founded upon the long-term, sustainable interests of all parties involved.

Toward this end, we established about a year ago something called the human resources executive program, which is a program of human resources vice presidents from around the country from companies such as AT&T, General Foods, RCA, Texas Instruments, St. Regis Paper, Atlantic Richfield, et cetera.

The objective of that program to mobilize corporate leadership responsible for developing and improving employee performance so that this expertise can be applied to national problems. We asked those executives what their biggest problem was among the many things for which they are responsible. We began to build files on health care costs because we expected that that is where we were going to end up. We ended up with secondary education. There are many educational groups involved in the issues facing this subcommittee. Perhaps the unique perspective that we have at CPR to offer you is a national perspective of corporations and their concerns over the academic capabilities, the basic skill capabilities of youths coming out of high school.

In 1982 we carried out a national survey with the support of the Ford Foundation, the Mott Foundation, AT&T, Prudential, the Gannett Co., and Sun Chemical. We surveyed corporations large and small around the country, school systems around the country, and organized labor.

We asked them essentially what the quality of basic skills was of high school students entering the work force. By basic skills we meant reading, writing, mathematics, science, speaking, listening, and reasoning.

What we found was a bit disturbing. It appears from business' perspective that not only does Johnny have trouble reading, he may not be able to write, speak, listen, add, subtract, multiply, divide, or solve day-to-day problems, at least not well enough to get and hold a job. Indeed, in business' view, these skills were precedent to the requirements for vocational education. The majority of the companies responding to our survey reported significant reading, mathematics, reasoning, speaking, and listening deficiencies in the majority of their job categories occupied by out-of-high-school youth, be they graduates or nongraduates.

Over 50 percent of the responding companies found mathematics problems, serious mathematics problems within their labor force, including skilled labor and bookkeeping personnel. One Midwest financial institution noted that 30 to 50 percent of the high school graduates it decides to hire are unable to complete a math test involving fractions and decimals within the limited number of errors acceptable. That is for the people that the company actually decided to hire; that does not include many who could not even pass the initial interviews to take the test.

Interestingly, in contrast to the popular belief that reading skills are the foremost problem in high schools, companies much more frequently found reading skills to be adequate for the jobs that are performed by high school graduates, but found serious deficiencies in mathematics, speaking, listening, and basic reasoning problem-solving skills.

Interestingly also, union respondees perhaps for the first time found themselves lined up directly behind their corporate colleagues. They are equally concerned with the quality of the new workers who enter into the union ranks.

Moreover, the problem does not stop when the high school graduate enters the corporate door. Seventy-five percent of the companies responding to the survey noted that these basic deficiencies inhibit the promotion of entry level personnel into higher job categories, and therefore lead to frustration, low productivity, high turnover, and loss of millions of dollars.

While school respondees often cited vocational skills as the most important factor in youth employability, the business view was overwhelmingly that if schools provided adequately educated youth, business could provide, indeed overwhelmingly does provide, technical training. What business decidely indicated it did not want to do, but is in fact doing, is to educate its employees in ninth grade skills.

In contrast, between 70 and 90 percent of the school systems responding to the survey assessed the majority of their employment bound students as having adequate to superior preparation in these basic academic skills. For example, business most consistently found speaking and listening skills lacking in high school employees. On the other hand, over 90 percent of responding school systems felt their graduating students had adequate to superior speaking and listening capability.

Despite this divergence of views on skill need and adequacy, we found a strong willingness on the part of businesses, union executives, and schools to work together to address this problem.

The majority of business and school respondees, over 90 percent, expressed an interest in developing a business-school partnership approach to the problem. We feel, however, that if such cooperation is to be productive, there are at least two prerequisites.

First, the schools 'assumption that they are adequately educating students for employment must be realistically challenged. Vocational education must not be viewed as an alternative to thorough, basic academic skill preparation. Second, neither business nor labor can afford to take the easy approach to the problem. The corporate checkbook is not the source of the answer. Rather, a long-term commitment of corporate time and technical resources as partners with educators to improve the fundamental aspects of educational curriculum is required.

We would close these remarks only by emphasizing our view that this Nation cannot expect to buy its way out of the basic educational skill problem in this country. Sustainable partnerships are required, partnerships based on the self-interest of business, educators, and labor; partnerships that, therefore, will withstand the political winds and vagueries of the times; partnerships that are based on a shared concern with the shared human resources of all sectors with today's youth.

To the extent that Federal policy and Federal law can encourage and provide incentives, such as the incentives that Mr. Wells discussed, for those partnerships, we think that that is the sustainable, long-term solution to the problem. Thank you.

[The prepared statement of Dr. Raymond follows:]

CPR

CENTER FOR PUBLIC RESOURCES

STATEMENT

OF

M. SUSAN UEBER RAYMOND

VICE PRESIDENT FOR PROGRAM OPERATIONS
OF THE CENTER FOR PUBLIC RESOURCES
NEW YORK, NEW YORK

BEFORE THE

SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

WASHINGTON, D.C.
FEBRUARY 24, 1983

TESTIMONY TO THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE

Mr. Chairman and Members of the Subcommittee:

My name is Susan Raymond. I am Vice President in charge of Program Operations for the Center for Public Resources (CPR). I welcome this opportunity to testify before you today becase we at CPR believe that the most effective method of responding to the educational needs of today's youth is to be found in greater cooperation and sharing of resources between business and public education.

Indeed, CPR, a non-profit private organization, was established six years ago to design innovative, pragmatic methods for mobilizing business resources to address public needs in ways that are consistent with market objectives. The emphasis of CPR is not on philanthropy. Rather, we are interested in matching businesses' market incentives directly to public problems, so that the resultant solutions are founded upon the long-term sustainable interests of all parties involved.

To meet this objective, CPR just over a year ago organized a Human Resources Executive Program. This Program is intended to mobilize the corporate leadership responsible for developing and improving employee performance so that this expertise can be applied to national problems which are of direct concern both to business and to the public.

Executives involved in the Human Resources Program represent such corporations as AT&T, General Foods, RCA, Texas Instruments, Prudential Insurance Company, and the Gannett Company. From the range of problems facing the human resources departments of corporations, these executives identified the basic skills deficiencies of youth entering the work force as the first priority for Program examination and action.

Although the issue of basic skills competency has been discussed and dissected by educators for decades, seldom have policy makers attempted to understand or mobilize the business perspective in addressing the problem. As potential and actual employers of secondary school graduates, it is perhaps American business which best understands the need to improve basic skills deficiencies. There are many educational groups involved in the issues facing this Subcommittee. The perhaps unique perspective that we at CPR have to offer to you stems from the formidable sophistication of the human resources vice presidents of the major corporations in this country, and their concern with providing secondary school youth with the basic academic skills essential in today's workplace. That human resources professional is the corporate executive with the most to contribute to the problems you are considering and with the strongest incentives to begin to act. The corporate costs in remedial programs and loss of productivity are incalculable, and responsibility for reducing those costs and improving productivity are squarely in the office of the human resources executive.

Thus, with support from the Ford and Charles Stewart Mott Foundations, and corporate grants from AT&T, Sun Chemical, the Prudential Insurance Company, and the Gannett Company, CPR's Human Resources Executive Program formed a Corporate Roles in Public Education Task Force of leading corporate executives and public educators to examine the problem of basic skills deficiencies from the business, union, and school perspectives. Task Force and Program Committee membership lists are appended to this testimony.

In 1982, CPR conducted and published its survey, Basic Skills in the U.S. Work Force. Our national survey of business provided us with disturbing information which has profound implications for the well-being of our economy. Business reported that not only does Johnny often have trouble reading, but he often may not be able to write, speak, listen, add, subtract, multiply, divide, or solve day-to-day problems -- at least not well enough to get and hold a job. Indeed, these skills are precedent to his lack of vocational education.

The majority of companies responding to the CPR survey reported significant reading, mathematics, writing, science, reasoning, and speaking/listening deficiencies in the majority of their jobs. Moreover, these deficiencies plague the new employee throughout his or her corporate life. The following includes some of our survey findings: Over 50% of the responding companies identified writing deficiencies among their secretarial, skilled labor, managerial, supervisory, and bookkeeping personnel. One corporation reported that 70% of all outgoing correspondence must be retyped due to errors in grammar and spelling of typists working from dictating machines.

Over 50% of the corporations cited deficiencies in math skills among a wide range of employees from semi-skilled labor to bookkeeping personnel. Of greatest concern was miscalculation due to poor decimal and fraction skills. One midwest financial institution noted that 30-50% of the high school graduates it decides to hire are unable to complete a math test involving fractions, decimals, and time problems without errors. The result of such deficiencies among employees includes incorrect inventories, incorrect reports of production, improper measurement of machine or parts specifications with attendant impacts on product quality and corporate performance.

Over 50% of responding companies identifed deficiencies in speaking/listening skills among a diverse group of employees, including secretarial/clerical, supervisory, managerial, and service personnel. The impact of this deficiency is widespread. Corporations cited the inability to follow verbal instructions and the inability to verbally express ideas and problems.

Interestingly, in contrast to the popular belief that reading skills are the foremost problem among high school students, companies much more often found serious deficiencies in mathematics, speaking, listening, and problem solving skills. Union respondees, albeit with less job specificity, were largely in agreement with corporate executives.

75% of the companies noted that these deficiencies inhibit the promotion of entry level high school personnel, and therefore lead to employee frustration, low productivity, high turnover, and the loss of millions of dollars. In addition, 75% of the companies have initiated some type of internal remedial program to teach basic skills that should have been acquired in the tenth grade. While school respondees often cited vocational skills as the most important factor in youth employability, the business view was overwhelmingly that, if schools provided adequately educated youth, business would provide, indeed overwhelmingly does provide technical training. What business decidedly indicated it did not want to do, but is in fact doing, is to educate its employees in ninth grade skills.

Costs for these programs are growing. One company reported that 10 years ago, it hired one training director at $15,000. Today it has six full-time, twenty part-time, and several consultant remedial education trainers with an estimated budget of $250,000.

In contrast, 70% of the school systems responding to the survey assessed the majority of their employment bound students as adequately prepared in these basic academic skills. For example, business most consistently found speaking and listening skills lacking in their high school graduate new employees. On the other hand, over 90% of respondent school systems felt their graudating students had adequate to superior speaking and listening skills.

The problem, we feel, is not one of poor teaching, but of what is being taught. On the one hand, secondary school curriculum has often deteriorated, with greater numbers of students taking drivers ed rather than algebra. On the other hand, the "take/place/lift/put" jobs in industry are fast disappearing. There is, thus, a greater need for employees to have basic math, science, listening, and reasoning skills to interact with expanded and rapidly changing technology.

Despite this divergence on skill need and adequacy, the CPR survey has determined that there is a strong willingness on the part of businesses, union executives, and schools to work together to address this problem. The majority of both business and school respondees -- 90% -- expressed an interest in developing a business-school partnership approach to the problem. If such cooperation is to be productive, however, there are at least two prerequisites. First, the schools' assumption that they are adequately educating students for employment must be realistically challenged. Educators and business leaders can no longer talk past one another. Second, neither business nor labor can afford to take an easy approach to the problem. The corporate checkbook is not the source of the answer. Rather, a commitment of corporate time, resources, and follow-up to improve the fundamental aspects of educational curriculum is required.

CPR plans two further steps. First, it is important to understand the prerequisites for successful cooperation between business, labor, and schools. Understanding the problem does not solve the problem. Success stories of such cooperation exist, and we plan to document the experiences of those who have piloted the successes: business executives, school system leaders, and labor represenatives. We want to know what it takes to alter the attitudes and bypass the bureaucratic roadblocks standing in the way of sustainable cooperative effort. In addition, CPR is already becoming involved in selected local areas with educational and business leadership to assist in the creation of such partnerships. Although CPR has uncovered business/school partnerships in existnece, few focus on basic skills development; rather, they address elements of vocational education. Thus, by implementing these basic skills partnerships on the local level, CPR will be charting a new course for business and schools to tackle an issue that is of fundamental importance to our national economic growth.

TASK FORCE
THE CORPORATE ROLES IN PUBLIC EDUCATION PROJECT

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The Edward W. Hazen Foundation

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The Bell System

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Executive Vice President
Academy for Educational Development

George Quarles
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Career Education
Board of Education
New York City

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Government Liaison
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Vice President
Human Resources
Raychem Corporation

Senator **Stafford**. Thank you very much, Dr. Raymond. Mr. Tucker, we would be glad to hear your statement.

Mr. **Tucker**. Thank you, Mr. Chairman. My name is Alvin Tucker. I am the director of training and education in the Department of Defense.

I appreciate the opportunity to appear before you today to discuss the Department of Defense assessment of the vocational skills of young Americans who enlist in the Armed Forces.

I can assure you that the Department is very much interested in this subject because DOD is both a large employer of technically skilled manpower and one of the foremost trainers of skilled technicians.

My prepared statement covers two points: An assessment of the vocational skills of the young people who enlist in the military services; and the Department's assessment of the state of technological skills in the general civilian work force which provides goods and services so vital to the Department of Defense.

To assess the skills and aptitudes of applicants for enlisted service, the Department uses a test known as the armed services vocational aptitude battery, or ASVAB for short. By comparing the ASVAB scores of recent recruits, both against the scores of the World War II population and against the scores of the current youth population, we can determine that our current enlistees are above average in both trainability and vocational skills. In addition, since most of them are high school graduates, we believe they are also better motivated to succeed in the military.

As to specific vocational needs, the Air Force has the largest requirement for people with technical skills; over 72 percent of the enlisted force in the Air Force falls into the technical category. The Air Force reports that in order to fill most of its mechanical and electronics requirements, it needs to draw on a pool of recruits who score above the 36 percentile in the mechanical aptitude composite of the ASVAB, and above the 52d percentile on the electronics aptitude composite of the ASVAB. These scores are well within the mean scores of high school graduates and the general youth population.

Thus, if the services can remain competitive in attracting qualified young people, the Department believes it can meet its future manpower goals for skilled personnel. Our assessment of technical skills within the general work force, however, is of more concern to the Department.

Our forecast for certain key occupations, such as ship fitters and machinists, show that the Nation will need a high rate of annual growth in these fields to meet the needs of the defense industry throughout the rest of this decade.

DOD has provided this information to the Department of Labor and Education and we are working with the industry groups to spur more training in this area. I might also add that we have been working with the assistant secretary of vocational education, Dr. Worthington, and with the American Vocational Association to build more bridges between ourselves in the Department of Defense and the vocational education community.

Thank you, Mr. Chairman. I would be happy to answer any questions.

[The prepared statements of Mr. Tucker follows:]

STATEMENT OF
ALVIN TUCKER
DIRECTOR OF TRAINING AND EDUCATION
OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
(MANPOWER, RESERVE AFFAIRS AND LOGISTICS)
BEFORE THE
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
COMMITTEE ON LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

FEBRUARY 24, 1983

FOR OFFICIAL USE ONLY
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SUBCOMMITTEE

Mr. Chairman and Members of the Subcommittee:

I appreciate the opportunity to appear before you today to discuss the Department of Defense's assessment of the vocational skills of young Americans who enlist in the Armed Forces. I can assure you that the Department is very much interested in this subject because DoD is both a large employer of technically skilled manpower and one of the foremost trainers of skilled technicians. In FY 1983, the Services will spend $12.8 billion to train military personnel in the myriad skills they will need to perform their military jobs. Of this amount, $2.9 billion will pay for the direct costs of training 681,000 young people in the specialized skills needed to qualify them for their specific military occupation. More detailed breakouts of costs, workloads, and types of training can be found in our "Military Manpower Training Report", copies of which I have provided to the Subcommittee.

I will cover two topics in my statement:

- An assessment of the vocational skills of the young people who enlist in the Military Services.

- The Department's assessment of the state of technological skills in the general civilian workforce which provides goods and services to the Department.

Abilities of Military Enlistees:

The Defense Department assesses the general trainability and aptitudes of applicants for enlisted service through the Armed Services Vocational Aptitude Battery (ASVAB). The ASVAB consists of the 10 subtests shown in Table 1.

Table 1

ASVAB Subtests

(Forms 8, 9, and 10)

Arithmetic Reasoning	General Science
Numerical Operations	Mathematical Knowledge
Paragraph Comprehension	Electronics Information
Work Knowledge	Mechanical Comprehension
Coding Speed	Automotive-Shop Information

These subtests are included in the battery because research and experience show they are valid predictors of success in various types of military job training. The scores of four of the sub-tests (word knowledge, paragraph comprehension, arithmetic reasoning, and numerical operations) are combined to produce an Armed Forces Qualification Test (AFQT) score. DoD uses the AFQT as a general index of trainability. These AFQT scores have been referenced statistically to the extensive testing of officers and enlisted men that took place during World War II. For more than 35 years this World War II reference population has been the baseline for comparing aptitudes of military recruits.

For reporting purposes, AFQT scores have been traditionally grouped into five categories based on percentile score ranges on the test, as shown in Table 2.

Table 2

AFQT Categories by

Corresponding Percentile Score Range and

Distribution of World War II Reference Population

AFQT Category	Percentile Score Range	World War II Reference Population Distribution (Percent)
I	93-100	8
II	65-92	28
III	31-64	34
IV	10-30	21
V	1-9	9
		100

People who score in Categories I and II tend to be above average in trainability; those in Category III are average; those in Category IV are below average; and those in Category V are markedly below average and, under current Service policy, are not eligible to enlist.

To avoid misunderstandings, I would like to point out that in percentile terms a score of 50 is average; it is not a low score. It means a person's raw score on the test falls at the mid-point of the range of all scores.

Our current data on the AFQT scores of recent recruits show that Defense is doing well in recruiting people who possess the requisite levels of trainability needed by the military. In both FY 1981 and FY 1982, more than 80 percent of new recruits scored average or above on the AFQT (Categories I thru III), as shown in Table 3.

Table 3

AFQT Categories I Thru III

Percentage of Non-Prior Service Accessions

Service	FY 1981	FY 1982
Army	69	81
Navy	88	90
Marine Corps	87	91
Air Force	93	94
DoD Total	82	88

As I said before, our AFQT percentile scores are calibrated against a World War II reference population. In order to determine how the Department was doing in relation to the current youth population, DoD contracted with the National Opinion Research Center of the University of Chicago to administer the ASVAB to a representative sample of American young people during the summer of 1980. We then compared the test results with the 1944 reference population and with the test scores of current entrants into the military. The results of the study entitled "Profile of American Youth," were published in March 1982. I have also provided the Subcommittee with copies of this report.

In general, the report shows that the distribution of the AFQT scores for the current youth population compares favorably with the World War II reference population, as shown in Table 4.

Table 4

AFQT Distributions of 1980 Male

Youth Population and World War II Reference Population a/

	Percent AFQT Category I	II	III	IV	V	Total	Median Percentile Score
1980 Male Youth b/	5	35	29	23	8	100	53
World War II Reference	8	28	34	21	9	200	50

a/ 1980 Male Youth Population is restricted to persons born between January 1, 1957 and December 31, 1962 (18 through 23 years at time of testing, July-October 1980).

b/ Females are excluded from this table because the World War II reference population was exclusively male.

The profile also shows that, in FY 1981, DoD recruited people who were a cut above average when compared to contemporary youth as shown in Table 5.

Table 5

AFQT Scores: Youth Population and Military Enlistees

AFQT Categories

(Percent)

Sex and Population Group	I	II	III	IV	V	Total
Males:						
1980 Youth	5	36	29	23	9	100
1981 Accessions	3	30	47	20	0	100
Females:						
1980 Youth	4	31	34	25	6	100
1981 Accessions	3	29	51	17	0	100

Mr. Chairman, since relatively few new enlistees enter the military with a usable vocational skill, the Services look for two other general qualities in an applicant besides trainability. They are motivation to succeed as a productive servicemember, and the ability to learn the military job in which the applicant is interested.

Motivation to succeed in military service is best predicted by graduation from high school, because a high school graduate is twice as likely to complete an enlistment as a high school dropout. It seems that young people who continue through high school have a higher drive to complete a task successfully, and this trait carries over into military service. Therefore, the

Military Services try to enlist a high proportion of high school graduates and in both FY 1981 and FY 1982 were highly successful in this effort as shown in Table 6.

Table 6

High School Diploma Graduates

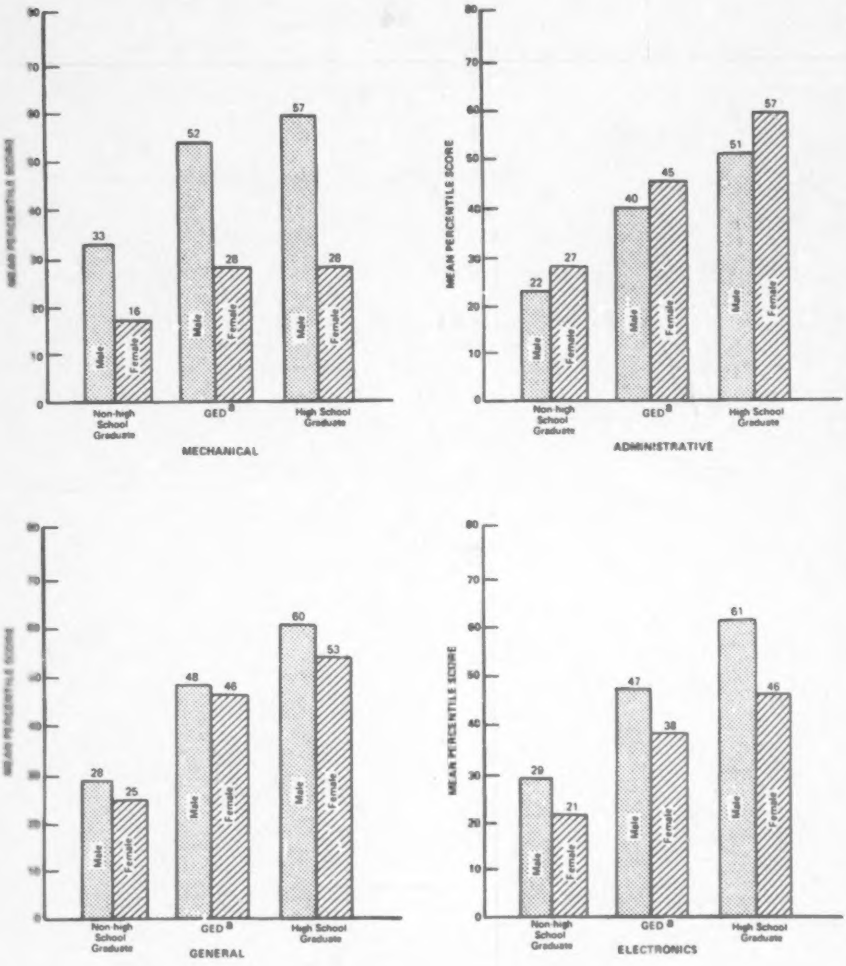
Percentage of Non-Prior Service Accessions

Service	FY 1981	FY 1982
Army	80	86
Navy	76	79
Marine Corps	80	85
Air Force	88	94
DoD Total	81	86

On the other hand, an applicant's ability to learn a specific military specialty is best predicted through various combinations of ASVAB subtest scores which are used to determine eligibility for training in each of the hundreds of job skills required by the Services. These combinations of subtest scores are called "aptitude composite scores" and they are the key screening device used to evaluate whether an individual has the vocational aptitude required to successfully complete training in any given career field. Thus, while AFQT scores and high school completion establish one's general eligibility to enlist, aptitude composite scores determine whether a person will be accepted for training in a specific military occupation.

The "Profile of American Youth" presents data on the scores of the current youth population on four common aptitude composites: mechanical, administrative, general, and electronics. The data show that high school graduates did significantly better than non-graduates, as shown in Table 7. Since the Services recruit a majority of high school graduates, we believe that our new enlisted members have vocational skills that are above average.

Table 7



COMMON APTITUDE COMPOSITES

Source: Detailed statistics appear in Tables C-10 through C-13, Appendix C.

aGED is General Educational Development (GED) high school equivalency.

1980 Youth Population Mean Percentile Scores on Common Aptitude Composites by High School Graduation Status and Sex.

Currently, the Services have 715,000 jobs that require a technical aptitude, or about 40 percent of the enlisted force. Of course, the requirements for technical qualifications vary with each Service as shown in Table 8.

Table 8

Number of Military Ocupations Where An Aptitude for Technical Traiing is Desirable

	No. of Occupations	No. of Enlisted Positions	Percent of Enlisted Force
Army	188	130,696	22%
Navy	37	271,420	45%
Air Force	183	313,147	72%

At present, the Military Services are successfully recruiting sufficient numbers of young men and women with the requisite technical aptitudes to fill entry level positions in these occupations; moreover, attrition in the training courses is at an acceptable level. In the past, however, the Services have had difficulty retaining experienced NCOs with the technical skills that were in high demand in the private sector. Fortunately, this drain of experienced personnel has recently abated as shown by the reenlistment statistics in Table 9.

Table 9

Reenlistment Summary

(Percent of Eligibles)

	First-Termers		Career Force	
	FY 1981	FY 1982	FY 1981	FY 1982
Army	55	58	73	79
Navy	42	50	73	79
Marine Corps	27	34	74	76
Air Force	43	57	86	90
Total DoD	43	52	77	82

Our current success in both recruiting and in retention is due in large part to the actions taken by Congress to restore military pay to competitive levels. While the current rate of national unemloyment is certainly a factor, I do not believe we can discount the importance of adequate pay, enlistment and reenlistment bonuses, educational incentives, a more effective advertising campaign, and a new enhanced sense of patriotism among young people in reversing the difficult recruiting environment we faced in the late 1970's.

As to the future, Mr. Chairman, the Services anticipate a growth in their requirements for servicemembers with technical skills. The Air Force forecasts a 33 percent increase in their requirements for people with mechanical and electronic aptitudes by the year 2000. The Army due to its on-going modernization program has already experienced an increase of 34 percent in technical skill requirements between 1980 and 1982. As the Army continues its equipment modernization program, continuing growth in these requirements is expected. The Navy also anticipates a 16 to 17 percent growth in its requirements for people with technical aptitudes by 1987.

Certainly a future decline in the number of persons with adequate backgrounds or abilities in technical skills could hamper Defense efforts if, as a result, DoD were unable to attract a sufficient number of qualified personnel to meet manpower needs. However, Secretary Weinberger recently chaired a task force on military manpower that reported to President Reagan its confidence that military manpower goals can be met over the next five years without a resumption of the Draft. I have also provided the Subcommittee with copies of this task force report.

Skilled Manpower in the Civilian Sector

The Subcommittee also asked for an assessment of the state of technological skills in the civilian work force. Clearly, this issue is critical to the nation's ability to produce the goods and services required for national defense.

A number of authorities, including several industry associations, have expressed concern in recent years that skilled manpower shortages, if not corrected, could hamper planned defense production. An industry-based survey conducted in 1980 portrayed an existing shortage of 60,000 skilled workers and forecasted a need for an additional 250,000 skilled workers by 1985. Also, in 1980, a Defense Science Board study concluded that the shortage of skilled labor was a major contributor to increased production leadtimes and costs.

The Department of Defense uses a computer model, the Defense Economic Impact Modeling System, to provide national defense-related demand for skilled manpower for 72 categories of labor. The model also breaks out this demand data by State and local levels so that corrective efforts can be targeted on critical localities.

The following table shows seven occupational fields in which we forecast that the average annual growth rate must be over 4-5 percent to meet peacetime defense needs between now and 1989.

Table 10

Civilian Occupational Demand

Skill	FY 1989 Manpower Requirement (Thousands)	Required Annual Growth Rate (Percent)
Shipfitters	32	16.4
Aircraft Mechanics	187	5.6
Electrical Engineers	483	5.3
Numerically Controlled Tool Programmers	6	5.2
Pattern & Model Makers	246	4.7
Machinists (including Apprentices)	704	4.6

I should make it clear that the role of the Department of Defense with regard to the availability of trained manpower in industry is to identify demands that will be created as a result of defense expenditures. The Department of Labor and Education have the job of identifying the available labor supply and stimulating such training as may be necessary to alleviate possible shortages. We work closely with these departments of the federal government, as well as with State and local governments and industry, in a joint effort to avoid having defense procurement impeded by shortages of qualified labor.

Conclusion:

In conclusion, let me reinforce these points:

- The Department of Defense is currently succeeding in enlisting people who can learn and perform their military jobs.

- We foresee an increased demand for certain vocational skills in defense industry. Failure to meet this demand could impede our program for the acquisition of weapons and materiel, and, therefore, we are cooperating with other responsible agencies and groups in developing solutions to this problem.

I hope that these remarks will be useful to the Subcommittee in its deliberations on this vital issue.

STATEMENT OF MR. ALVIN TUCKER
DIRECTOR OF TRAINING AND EDUCATION,
THE OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
(MANPOWER, RESERVE AFFAIRS AND LOGISTICS)

HEARINGS BEFORE THE HOUSE SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

SEPTEMBER 29, 1982

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Mr. Chairman and Members of the Subcommittee

I appreciate the opportunity to discuss with you this morning the needs of the armed forces for persons with backgrounds in mathematics and science and for persons with technical skills.

The military tests the ability levels of applicants for enlistment through the use of the Armed Services Vocational Aptitude Battery (ASVAB). The ASVAB consists of the 10 subtests shown in Table 1.

Table 1
ASVAB Subtests
(Forms 8, 9, and 10)

Arithmetic Reasoning
Numerical Operations
Paragraph Comprehension
Word Knowledge
Coding Speed

General Science
Mathematics Knowledge
Electronics Information
Mechanical Comprehension
Automotive-Shop Information

These subtests are included in the battery because research and experience show they are valid predictors of success in various types of military job training. The scores of four of the sub-tests (word knowledge, paragraph comprehension, arithmetic reasoning, and numerical operations) are combined to produce an Armed Forces Qualification Test (AFQT) score. DoD uses the AFQT as a general index of trainability. These AFQT scores have been referenced statistically to the extensive testing of officers and enlisted men that took place during World War II. For more than 35 years this World War II reference population has been the baseline for comparing aptitudes of military recruits.

For reporting purposes, AFQT scores have been traditionally grouped into five categories based on percentile score ranges on the test, as shown in Table 2.

Table 2
AFQT Categories by
Corresponding Percentile Score Range and
Distribution of World War II Reference Population

AFQT Category	Percentile Score Range	World War II Reference Population Distribution (Percent)
I	93 - 100	8
II	65 - 92	28
III	31 - 64	34
IV	10 - 30	21
V	1 - 9	9
		100

People who score in Categories I and II tend to be above average in trainability; those in Category III are average; those in Category IV are below average; and those in Category V are markedly below average and, under current Service policy, are not eligible to enlist.

To avoid misunderstandings, I would like to point out that in percentile terms a score of 50 is average; it is not a low score. It means a person's raw score on the test falls at the mid-point of the range of all scores.

Our current data on the aptitude levels of recent recruits show that Defense is doing well in recruiting people with the skills needed by the military. In both FY 1981 and FY 1982, thru June, more than 80 percent of new recruits scored average or above on the AFQT (Categories I thru III), as shown in Table 3.

Table 3
AFQT Categories I Thru III
Percentage of Non-Prior Service Accessions

Service	FY 1981	FY 1982 (Thru June)
Army	69	81
Navy	88	90
Marine Corps	87	92
Air Force	93	94
DOD TOTAL	82	88

Also, over 80 percent were high school diploma graduates, as shown in Table 4.

Table 4
High School Diploma Graduates
Percentage of Non-Prior Service Accessions

Service	FY 1981	FY 1982 (Thru June)
Army	80	82
Navy	76	74
Marine Corps	80	79
Air Force	88	93
DOD TOTAL	81	82

In terms of percentile scores on the AFQT, our data show that there has been a significant increase in the ability levels of new recruits; in fact, so far in FY 1982 thru June, all the Services have been attracting better than average people, as shown in Table 5.

Table 5
Average AFQT Percentile Scores
Non-Prior Service Accessions

	Army	Navy	Marine Corps	Air Force	Total DoD
FY 1982*	54	63	62	70	61

*Thru June 1982

As I said before, our AFQT percentile scores are calibrated against a World War II reference population. In order to determine how the Department was doing in relation to the current youth population, DoD contracted with the National Opinion Research Center of the University of Chicago to administer the ASVAB to a representative sample of American young people during the Summer of 1980. We then compared the test results with the 1944 reference population and with the test scores of current entrants into the military. The results of the study entitled "Profile of American Youth," were published in March 1982. I have provided the Subcommittee with a copy of this report.

In general, the report shows that the distribution of the AFQT scores for the current youth population compares favorably with the World War II reference population, as shown in Table 6.

Table 6
AFQT Distributions of 1980 Male
Youth Population and World War II Reference Population [a]
(Percent)

	AFQT Category						
	I	II	III	IV	V	Total	Median
1980 Male Youth[b]	5	35	29	23	8	100	53
World War II Reference	8	28	34	21	9	100	50

[a] 1980 Male Youth Population is restricted to persons born between January 1, 1957 and December 31, 1962 (18 through 23 years at time of testing, July-October 1980).

[b] Females are excluded from this table because the World War II reference population was exclusively male.

The profile also shows that in FY 1981 DoD recruited people who were a cut above average when compared to contemporary youth, as shown in Table 7.

A comparison of recent data with the results of the profile indicates that the Services are also attracting people in FY 1982 with verbal and math skills that are slightly above average. These data are shown in Table 8.

Table 7

Distribution of 1980 Youth Population and FY 1981 Nonprior Service Accessions by Armed Forces Qualification Test (AFQT) Category and Sex[a]

	AFQT Category[b]							
	I	II	III	IV	V			Percent Scoring AFQT 50 or Above
Sex and Population Group	(Percent)					Total	Median	
Male								
FY 1981 Accessions								
Army	2	21	43	34	0	100	41	39
Navy	3	35	48	14	0	100	56	60
Marine Corps	3	29	53	15	0	100	52	54
Air Force	3	39	50	8	0	100	59	67
Total DoD	3	30	47	20	0	100	52	54
1980 Youth	5	35	29	23	8	100	53	54
Female[c]								
FY 1981 Accessions								
Army	2	19	47	32	0	100	42	37
Navy	3	34	54	9	0	100	57	62
Marine Corps	3	47	50	d	0	100	64	92
Air Force	3	39	54	4	0	100	59	70
Total DoD	3	29	51	17	0	100	53	55
1980 Youth	4	31	34	25	6	100	50	51
Total								
FY 1981 Accessions								
Army	2	21	43	34	0	100	41	39
Navy	3	35	48	14	0	100	56	61
Marine Corps	3	30	53	14	0	100	54	57
Air Force	3	39	50	8	0	100	59	67
Total DoD	3	30	47	20	0	100	52	54
1980 Youth	4	33	32	24	7	100	51	53

[a] 1980 youth population and FY 1981 nonprior service accessions restricted to persons born between January 1, 1957 and December 31, 1962 (18 through 23 years).

[b] Persons scoring in AFQT Category V are not eligible for military enlistment.

[c] Females comprise approximately one-half of the 1980 youth population and less than one-fifth of FY 1981 accessions.

[d] Less than 0.5 percent.

Table 8
Average Verbal and Math Percentile Scores Derived from the AFQT
Non-Prior Service Accessions

Accessions	Verbal	Math
FY 1981	51	51
FY 1982	52	53
1980 Youth Profile	51	50

Mr. Chairman, I recognize that the subcommittee is also interested in knowing how many people the military needs with specific backgrounds in math, science and technical skills. In this regard there are two categories of requirements - mandatory and desirable.

There are currently almost 50,000 jobs within the Armed Forces that require applicants who have had specific math or science education, usually courses taken in high school, to be eligible for training and subsequent assignment in these occupations. Table 9 summarizes these data by Service.

Table 9
Mandatory Math or Science Background Required to be Eligible for Training

	No. of Occupations	No. of Enlisted Positions	Percent of Enlisted Force
Army	57	35,947	6.2
Navy	3	12,000	2.0
Air Force	6	1,689	*

*Less than one Percent

These occupations include satellite communication equipment repairer in the Army; nuclear power technicians in the Navy; and engineering assistant in the Air Force. The specific requirements differ with each occupation but in general include such things as courses in algebra, or physics, or chemistry.

While the occupations with mandatory backgrounds in math and science are only a small percentage of the total force, the occupations in which a technical background prior to training is desirable makes up a much larger percentage of the enlisted force. As Table 10 shows, there are over 715,000 such jobs in the military.

Table 10
Desirable Background in Math, Science and Technical Skills Desirable

	No. of Occupations	No. of Enlisted Positions	Percent of Enlisted Force
Army	188	130,696	22%
Navy	37	271,420	45%
Air Force	183	313,147	72%

Although applicants for these jobs need not have taken formal math and science courses in high school, they must show an aptitude for these occupations by scoring well on particular subtests of the ASVAB, such as general science, mathematics knowledge, electronics information, mechanical comprehension, and automotive-shop information. The specific scores required vary with the occupation and are based on the past experience of the Services in successfully training people into these jobs.

At present, the Military Services are successfully recruiting sufficient numbers of young men and women with the requisite backgrounds in math, science, and technical skills to fill entry level positions in these occupations; moreover, attrition in the training courses is at an acceptable level. In the past, however, the Services have had difficulty retaining experienced NCOes with the technical skills that were in high demand in the private sector. Fortunately, this drain of experienced personnel has recently abated as shown by the reenlistment statistics in Table 11.

Table 11
Reenlistment Summary
(Percent of Eligibles)

	First-Termers		Career Force	
	FY 1981	FY 1982 (Thru June)	FY 1981	FY 1982 (Thru June)
Army	55	66	73	86
Navy	42	56	73	81
Marine Corps	27	40	74	78
Air Force	43	58	86	90
Total DoD	43	58	77	85

Our current success in both recruiting and in retention is due in large part to the actions taken by this Congress to restore military pay to competitive levels. While the current rate of national unemployment is certainly a factor, I do not believe we can discount the importance of adequate pay, enlistment and reenlistment bonuses, educational incentives, a more effective advertising campaign, and a new enhanced sense of patriotism among young people in reversing the difficult recruiting environment we faced in the late 1970's.

As to the future, Mr. Chairman, the Services anticipate a growth in their requirements for servicemembers with math, science, and technical skills. The Air Force forecasts a 33 percent increase in their requirements for people with mechanical and electronic aptitudes by the year 2000. The Army due to its on-going modernization program has already experienced an increase of 34 percent in technical skill requirements between 1980 and 1982. As the Army continues its equipment modernization program, continuing growth in these requirements is expected. The Navy also anticipates a 16 to 17 percent growth in its requirements for people with math, science and technical skills by 1987.

Certainly a future decline in the number of persons with adequate backgrounds or abilities in mathematics, science and technical skills could hamper Defense efforts if, as a result, DoD were unable to attract a sufficient number of qualified personnel to meet manpower needs. However, the Department feels that certain actions could offset this decline.

First, we must maintain pay scales for our military personnel that are competitive with the civilian sector. This will allow us to attract good young recruits and to retain experienced technicians. Second, we must maintain our package of enlistment and reenlistment bonuses at a level sufficient to attract people to specific critical occupations. Third, we must retain educational incentives, such as the Army College Fund, that directly appeal to persons with better educational backgrounds.

Finally, we must use technology to make our equipment easier to operate and maintain. This does not mean developing less sophisticated, less capable equipment; it means that the interaction between the equipment and the operator, or maintainer, must be simplified. An example of this simplification is the M-1 Abrams Tank. While the Abrams is more capable and more sophisticated, it is also easier to drive and shoot than any previous tank.

Mr. Chairman, the Department of Defense recognizes the importance of math, science and technical skills in maintaining the productivity and strength of the nation. These same skills are essential for a well trained and well prepared military force. We in Defense note with satisfaction that the recent results of the Scholastic Apptitude Test indicate a reversal of the past trend toward declining math and verbal skills. This reversal, I know, results from the dedicated efforts of educators throughout the country who have worked to revise curricula and raise educational standards. The future, of course, is uncertain but we hope that the continuing efforts of the educational community will result in an adequate number of well prepared young men and women for all segments of American society.

Senator **Stafford**. Thank you very much, Mr. Tucker, and thank you all on behalf of the committee. I do have a few questions.

Recently, I was visiting the vocational education facility in my hometown, which is a little town of some 20,000 people, and in which the principal employer is General Electric, which makes rotor blades for big and small jet turbines. There is apparently considerable cooperation between GE and the vocational high school in terms of making equipment available to the school. I think, although I am not sure about this, that GE even offers some internships to promising students to have actual work experience at the plant as part of the curriculum.

I gather that is the sort of cooperation that is needed, is it not, Mr. Wells, and generally would you gentlemen and lady believe that industry is willing in other fields to help provide to vocational schools some of the equipment that is pertinent to their current situation? Is there general agreement on that?

Mr. **Tucker**. Yes, the Department of Defense has a program called Tools for Schools where we will provide industrial equipment to vocational schools that apply to it if it is not being used in the defense industry at the time.

Senator **Stafford**. I notice robotics got in your testimony, Mr. Hartshorn. I assume they are a coming development in manufacturing in this country, and so I would also assume that they should be part of the vocational experience as we get into the field.

Would that be a correct analysis?

Mr. **Hartshorn**. Yes. That is certainly the correct analysis. I think the difficulties we experience in technologies like that is that the vocational systems are not prepared because if you look at robots, they are probably just in the last 5 years becoming widely used.

I would think that in order for a school system to deal with the kind of technologies that we have in the robotics field, they would need to be in the forefront of that technology. Quite frankly, they are just not prepared to do that at the present time. That is one of the difficulties that we face.

Senator **Stafford**. As a result of revisions made in the tax code made in the 97th Congress, the level of the corporate income tax is decreasing. The subcommittee has heard observations that this may lead to a decrease in the amount of training done by private firms because the incentive to write these expenditures off will no longer exist.

So, my question to all of you, if you care to respond is: Is this indeed happening and what are the implications of this for business participation in vocational education?

Mr. **Wells**. Senator, I have to smile a little bit when I heard the question. It is a fact of life that the people who make the decisions, the managers at the lower levels of the business that make the decision to train people, do not know what tax law was enacted in the 97th Congress. They are making the decision based on the necessity to match the employee to the job requirements, to match the employee's capabilities.

There are a lot of reasons why. One is it provides a supportive work climate for the employee to work in; it makes them feel like they are producing better and contributing more. It is simply giving them a responsible accountable position in the workplace. To link an employer not training with that tax legislation is ludicrous.

Senator STAFFORD. Is there general agreement on that answer, Mr. Hartshorn?

Mr. HARTSHORN. Yes. Certainly in our experience in Ford, and I think for those of you who saw the newspapers recently, we did not make money last year. We have increased the number of people that we are putting into the training effort; that is, those people who are trainers; and have developed a new training center in the Dearborn area to address high technology training needs.

I think that that kind of a commitment could not possibly be construed as a tax incentive or by any stretch of the imagination be concerned with the value that a tax incentive would provide.

Clearly, it is a commitment to develop our work force so that they can meet the kinds of technological needs that we have. There is no other way to do it. We cannot get them from the schools at the present time.

Senator STAFFORD. Is there any further comment?

Dr. RAYMOND. I just wanted to add one note on that. I think what we found in the national survey is, No. 1, a significant concern over the cost of training within corporations, and that that is certainly across the board. I think it is true, at least on the basis of this survey, that the medium-sized corporation is indeed cutting back its training activities. It is not a function of taxes; it is a function of economics. They simply do not have as much in terms of revenues to invest in that particular activity. It is very different between a medium-sized company and a Ford Motor Co. or a Mountain Bell, major corporations.

The medium-sized company is hard pressed to provide the kind of training or participate in the kinds of programs with vocational education that might be advocated, simply because of the economy.

Senator STAFFORD. Mr. Tucker?

Mr. TUCKER. In the defense industry, I think we see that the businesses want to see the orders in hand before they begin the training. I have not heard much that they are asking the tax accountants for training policy decisions.

Senator STAFFORD. Well, thank you all very much.

Mr. Wells, let me ask you this question: many of the collaborative programs which you described would work well for handicapped individuals as well. What do you see as the barriers to including handicapped individuals, if indeed there are barriers? What suggestions do you have for business and vocational education in working collaboratively to overcome these barriers?

Mr. WELLS. It is a very difficult issue. We have had a fair amount of experience in this area. I was commenting to someone earlier, it seems to me that what we have learned is that every handicapped individual comes as a separate case and must be considered separately. You cannot group them in groups and say you have 1,000 of this and 200 of this, and so on.

You have to link that person and their handicaps with the job. It is sometimes helpful to redesign the job, which is perfectly possible. But our experience, our successes are limited. We have had three types of people: programers, software programers; people that we call service representatives; and, clerical types. These are the only three types that we have had any degree of success with at all. Of the three, the only one that can really be called a success is the programer. It is a very difficult issue, Senator. I would not presume to be an expert.

Senator **Stafford**. Well, thank you for your comment.

Dr. Raymond, in your testimony you speak of the necessity and willingness of business to commit corporate time, resources, and followup to improve the fundamental aspects of educational curriculum. What are some specific examples for ways in which schools and businesses might develop collaborative relationships to achieve this end?

Dr. **Raymond**. Senator, there are books of case studies of such collaboration. I might give you one or two examples. A division of Rockwell International in Colorado has set up a joint basic skills education-vocational education center with the school system in the particular city in Colorado. Rockwell has borne three-quarters of the cost. The school system bore the other quarter. They share educators, and the per capita estimate is that they can take a high school dropout and increase him two grade levels over a year's period in terms of basic competencies, as well as vocational skills.

They do it at $3.60 per capita per year. That is a pretty good example of cost-effective partnerships.

Another example, in Arizona, the Arizona State educational system has put together a task force, a statewide task force of corporate executives and educators, and they have developed a basic skills competency level achievement goals for all grades, kindergarten through grade 12 for the entire State system.

Washington, D.C.'s joint program with corporations here in the Nation's capital is another perfect example. Floretta Dukes McKenzie, the school system superintendent, is probably the Nation's most articulate advocate for equal accountability based partnerships between education and business.

There are many, many examples.

Senator **Stafford**. Thank you very much.

Mr. Hartshorn, in your testimony you noted that curriculum and teaching approaches in vocational education are patterned after the general education approach rather than the technical training approach. Based on your comments, would you endorse the notion of conducting more training outside of the school walls in actual business sites.

If you would, how might business and vocational education collaborate to achieve this sort of goal?

Mr. **Hartshorn**. Well, certainly the notion of having the businesses—or the training conducted outside of the vocational education setting is not necessarily what I meant by that. The curriculums in the school system tend to utilize the information and the texts that have been developed over many, many years. I think what happens is that we are required to support developments that have taken place some years ago, for whatever reason, whether it is tenured instructors or what have you.

I think that you could develop, even within the school setting, adequate means of addressing the vocational education needs and addressing the employers' needs without having to go into the work setting. So I think it is a question not necessarily of moving the training out of the school system, but rather designing the school system's training efforts so that they directly relate to the kinds of tasks that are required of people when they get into the work setting.

Senator **Stafford**. Yes, yes, Mr. Wells. Yes, you may indeed.

Mr. **Wells**. Thank you for the chance to add a comment to that. Dick's message is kind of a critical one in a sense. It is sometimes lost in the public education field the fact that the training, the skill requirements are constantly changing. Let me give you an example in our industry.

Our instructional library in the small company that I work for has over 40,000 hours of instructional material composed of everything you can imagine, individualized, self-paced learning materials, group paced learning materials, videotapes, et cetera.

There are over 13,000 audiotapes alone in our library. The average life of that material in that library is 4 years. Now, that means that we have to turn over one-quarter of it every year, which means some over 10,000 hours of new instructional material developed every year; the point being that you cannot take a published textbook or any instructional material put out commercially like that and expect it to stay vital for very long; a maximum of 4 years in our industry.

And that time frame is gradually getting shorter as the technology needs move higher.

Thank you.

Senator **Stafford**. Thank you very much.

Mr. Tucker, I am sure the Department of Defense does a variety of training. Some of the training is devoted to purely military purposes. I also imagine that much of the training is for occupational skills that are characteristics of the skills that would be found in the civilian work force, and by this I mean typing, programing, and other technical skills.

How much training does the Department of Defense have to do to bring the skill levels of their enlistees up to an appropriate level in these areas?

Mr. **Tucker**. Well, first, Senator, we very carefully select people based on our test in which we try to determine whether they have the aptitude for the job that they are going to undertake. And we have an administrative subtest for, say, typing that determines whether people have those aptitudes. So we bring people up to a level that we feel is necessary. If we think they need to type 30 words a minute, we teach them to type 30 words a minute, which is not a very high speed. If we thought they needed to type 60 words a minute, we would bring their skills up to that level. So our—the question of the quantitative leap from one point to another is really our determination of what we think they need.

If they do not make that leap, then they would get out of the course and go on to some other occupation.

Senator **Stafford**. Thank you, sir. And for the subcommittee I thank you all for your help in this important mission we are undertaking to redraw, as we think necessary, the vocational education programs in this country. You have been very helpful to us, and I apologize that my colleagues are sitting in other committees this morning instead of here. Thank you all very much for coming.

We invite the second panel to come to the witness table. We would put the panel on notice that we are going to ask you to decide which order you wish to follow in making your presentations.

For the record, the second panel consists of Mr. Nathaniel Semple, vice president and secretary of the Policy Committee, Council for Economic Development in Washington, D.C.; Mrs. Madeline Hemmings, Chamber of Commerce of the United States; Dr. Michael Usdan, president of the Institute for Educational Leadership of Washington, D.C.; and, Mr. D. L. Webber, director of equal opportunity affairs, International Telephone & Telegraph Corp., New York City, N.Y.

So, for the subcommittee, we thank you for being here, and we are prepared to receive your testimony. We will place your full statements in the record, if that is your wish, and invite you to read them if they are short or summarize them if they are long.

I am advised that Mr. Campbell was unable to be here, and by looking up I could be able to tell quite easily that Mrs. Hemmings is here in his place. So, having noted this for the record, I will now invite you to go ahead.

STATEMENTS OF NATHANIEL SEMPLE, VICE PRESIDENT AND SECRETARY OF THE POLICY COMMITTEE, COUNCIL FOR ECONOMIC DEVELOPMENT; MADELEINE HEMMINGS, DIRECTOR OF EDUCATION, EMPLOYMENT, AND TRAINING, CHAMBER OF COMMERCE OF THE UNITED STATES; MICHAEL USDAN, PRESIDENT, THE INSTITUTE FOR EDUCATIONAL LEADERSHIP; AND D. L. WEBBER, DIRECTOR, EQUAL OPPORTUNITY AFFAIRS, INTERNATIONAL TELEPHONE & TELEGRAPH CORP.

Mr. **Semple**. My name is Nat Semple, and I am vice president of the Committee for Economic Development. We are a business policy group involving 200 of the Nation's leading corporate executives and university presidents. I am particularly pleased to note today that you have asked employer groups to come and talk about this issue of vocational education.

I believe what is significant in the evolution of vocational education policy is the degree of employer interest. It is growing, and will continue to grow.

CED has been long interested in education. In recent years there has been a growing dissatisfaction expressed, albeit informally by our trustees with the quality of today's graduates. This intensified to a point where in 1982 we undertook extensive survey of our trustees, and the result was, as many others have indicated today, a considerable dissatisfaction with the quality of education at many levels today.

As a result, we are undertaking a study which will be chaired by Brad Butler, chairman of Proctor & Gamble, to take a very in-depth look at education and its relation to business and vocational education will certainly be one of our focuses.

I see my mission as two-fold today. One is to outline a set of principles for the reauthorization.

My second mission is to offer some specific suggestions. Now, these particulars have not been endorsed by CED or any other business organization. They are pretty much my own initial thoughts on how to look at the reauthorization.

Before outlining these principles and my specific suggestions, we need to address the essential questions: What is the role vocational education is to play in addressing our future needs? A good deal has been written on the topic of future job development. Whatever kinds of job occupations we have, it is quite clear from the testimony today that the skill requirements are likely to change dramatically.

The National Center for Education Statistics estimates that by 1990 failure to adapt will mean that between 1 and 2 million of the 2.4 million high school graduates will be coming into the work force lacking the essential skills needed for even entry, traditional entry level jobs.

Obviously, this poses a tremendous challenge for all of education. In my view, it poses a significant challenge for vocational education. While recent surveys done by the Chamber and the National Association of Manufacturers indicate that business, in general, views the product of vocational education as superior to that of general education for entry level jobs requiring less than a college degree, the evidence of dissatisfaction is growing.

And as Dr. Raymond has already testified, the evidence is rather immediate. During the last several months, a coalition of business groups known as the Business Working Group for Human Resources has been looking at the issue of vocational education. This group includes the Business Roundtable, the Chamber, NAM, CED, and the National Alliance of Business.

While this group has not come up with any official policy position, it has outlined certain principles that it believes should underlay the reauthorization. Once again, I say these have not been officially endorsed by any one of the organizations. But I offer them merely as preliminary discussion.

First, we believe there should be a strong and formalized role for employers in the design and delivery of occupation programs. Second, there should be greater coordination, if not consolidation, of separately funded educational and occupational training programs and employment programs such as those recently enacted under the Job Training Partnership Act.

Third, in view of the limited Federal resources, these should be targeted to either areas of greatest need or to efforts to upgrade vocational education programs, rather than for maintenance. And fourth, local decisionmaking—makers should have the maximum flexibility to design occupational training programs tailored to each labor market need.

Now, let me get down to some very specific ideas. Once again, I should add that these have not been specifically endorsed by any group. But I think it is worthwhile to take a look at the act at this point, since clearly we are going to be doing so in the very near future. First is the question of strengthening the employer role.

If you look now at section 105(a), which established the State and local advisory councils, requires that members of such councils include a variety of different views. But there is not one that necessarily represents an employer. As far as I can see, there is one category that says he should include those who are familiar with vocational needs and problems in the management of the State. But this is one of 20 categories.

I would seriously look at reordering the State and local vocational education councils to expand the involvement of employers on that council. It seems logical that if you are going to be talking about upgrading vocational education, you should have its first test, its market test, the use of employers on those councils.

The second suggestion involves coordination. Now, we recognize that direct coordination at the State level is somewhat difficult, at best. But we would certainly try to find incentives to encourage it, particularly among the disparate education, employment, and training, and other councils that currently exist.

The overlap is considerable. The mismatch of policy that results is quite frequent, and I think in many cases unproductive. We as a group feel it would be useful, if not very important, to involve the newly established private industry councils at some point.

Now, we do not necessarily believe they should have programmatic influence at this time. But we do believe that coordination would be extremely important first step in assuring that the entire employer community is involved. Now, I should make one specific point. One of the interesting things about the employer community is that it is not monolithic. Even today you will find that the views of chairmen of companies may differ from the views of their directors of human resources.

One of the important points is that at this particular stage, the leaders, the corporate leaders in companies are now coming to a view that the human resource element is a vital ingredient to assure our future competitiveness. The new PIC's are modeled in a way to assure that the top management of the companies are involved. And if there is some way to translate that into the vocational education process, I think it would be an extremely important and useful way to go.

I have one notion which I believe might be effective in encouraging greater employer involvement in vocational education. It is modeled, in part, after a proposal that was adopted during the consideration of the Youth Employment Act of 1980 in the House. Basically it would be a matching approach with $1 of Federal vocational education money matched by a dollar of contribution, whether in kind of cash, from business and from State and local vocational education programs.

It would be primarily directed toward upgrading local vocational education programs. Included would not only be material, supplies and equipment, but also instructional upgrading, cirriculum revisions and a variety of needed changes in the classroom.

The current Vocational Education Act does not clearly spell out such incentives. From what I have seen from other incentive programs modeled in this way, such a devise could be particularly effective. I notice that one thing employers like is that if they can contribute a dollar, they also get a kicker in it as well. And this is something that appeals to employers, I think, as much as to anyone.

They like to see $1 develop more resources. One of the possible elements in any Federal reauthorization should be to develop incentives along those lines.

Mr. Chairman, once again I should point out that the recommendations are but preliminary. We are talking with the vocational education community. We are talking with other educators in an effort to develop a preliminary set of recommendations upon which we could all agree. But I think today is a very important beginning in that process, and I want to thank you for the opportunity to testify.

Senator **Stafford**. Well, thank you very much, Mr. Semple. We appreciate your testimony. It is very helpful to us.

Mrs. Hemmings, are you going next?

Mrs. **Hemmings**. Well, first of all, I would like to thank you for the opportunity to be here and to tell you that the chamber is really most appreciative of this opportunity and believes that this legislative decision about vocational education may be the most important since passage of the Smith-Hughes Act.

I would like to make two points here. One is the context in which we see this whole debate taking place, and the second is a list of 10 recommendations that we are making at this time which again are simply the beginning of what we are thinking about the vocational education legislation.

We, too, are in the situation of not being able to say exactly what the legislation should look like, and we hope to be able to work with you on that. During the seventies, the United States moved into a more complex, competitive position in the world market than it had known for many years.

There were progressive reductions in the barriers to trade, and as world trade increased, economic interdependence grew. Today we find ourselves in a global economy in which economic interdependence is an established fact. The economic prospects of all countries are determined by how well they are able to compete internationally. For a business or industry to compete globally, it must carve out a specialized market or be a world quality, productivity and price leader.

The American standard of living depends on American businesses being able to lead their industries in these ways. In this period of time, American business has not remained unscathed in the transition to a global market. We have seen steel, automobiles, and others in which we were accustomed to a certain dominance, find their markets very hard hit. We know that we must reexamine our ways of doing business. We know we must organize to maintain our world position even in the industries where we now have an advantage, or face possible loss of that advantage.

To that end, we are adapting our management attitudes, our relations with labor, and even our accounting practices, and we believe that our survival depends on such change. Increased competition, a faster rate of change, and more flexible technologies require first and foremost more adaptable and flexible employees.

Today America needs workers who can adapt to changing technical and skill needs and to changing work environments. Pat Choate in his article in the National Journal, January 23, points out that the Nation's industries, firms, and workers who can adapt quickly and efficiently can compete and prosper. Those who cannot will suffer.

The question for us today is whether America will build into its institutions, business, labor, government, education, and others, the flexibility and responsiveness to enable our industries to continue to survive and prosper in our interdependent global economy.

This subcommittee is reconsidering law that authorizes the Federal role in vocational education. The new legislation must provide a structure for vocational education which is geared to the realities of the new economy, rather than the traditions of the past.

Several years ago, the U.S. Chamber recognized the importance of this reauthorization of the Federal vocational education law. To prepare itself to participate constructively in the discussions, the chamber conducted a special survey of 1,811 personnel directors, representing a cross section of U.S. business by industry, size of firm, and geographical region.

Of these; 957 directors responded to the March 1981 survey, which was a 53-percent response rate. The survey showed strong support for a number of changes in vocational education and for more involvement by the business community in the design and operation of specific vocational education programs.

As to how effective vocational education has been in preparing students for employment, only 13 percent of these personnel directors thought vocational education was very effective; 60 percent said it was somewhat effective, and 18 percent somewhat ineffective.

Some who have seen these figures have used them to point out the strength of business belief in the existing vocational education system. We view these figures as a real cause for concern. When more of the people who are responsible for providing the work force for their organizations rate vocational education as somewhat ineffective rather than very effective, and 60 percent are satisfied to rate it as somewhat ineffective, there is reason to question whether today's system is adequate to prepare people for the intensive competition of the global economy.

If business is going to change itself as quickly as it now appears it will have to, educators, particularly vocational educators cannot prepare their students for the rapid change of tomorrow's labor markets unless there is close communication, understanding, and partnership between the business and vocational education communities.

We asked then of our members, would you in fact become involved? Their response was that a vast number of them were already doing so, and that they wished to continue to do so.

Let me make one other point, and that is that they felt that they were not involved deeply in the development of curricula for this changing and evolving labor market. Three out of five personnel directors showed a willingness to have students gain experience on their equipment; 24 percent said the firms were already doing so, which I thought was remarkable; and 43 percent said they would work it out if they were asked to.

If asked to do so, firms said they would provide staff to update vocational education instructors and counselors to job needs and new techniques in order to help people prepare for work. We find also that significant majorities of business people agree that mature adults should have access to training through the vocational education system for upgrading and reentry skills; that there should be an increase in private sector personnel as resources for vocational education classrooms, and that the law should be changed so employers will be more involved in evaluating vocational education programs.

Also significant was the fact that the majority disagrees with the proposal to reduce specific job skill training at the high school level, while increasing vocational educational courses in junior colleges. Finally, many of these personnel directors believe that more vocational education in this country should be supplied by proprietary vocational technical schools.

We recommend, then, first of all, that Congress take adequate time to develop sound legislation which will make the vocational education system a strong support system for business efforts to maintain and enhance its global competitive position. Such a system will provide the greatest opportunities for students, for teachers, and administrators, and will contribute substantially to the stability of the American standard of living.

Specifically, the chamber recommends that students be given information appropriate to their age about the changing and developing world of work and their opportunities in it through a system of career education infused into the curriculum at all levels of education. Standards should be established for elementary school education so that students entering vocational education will be better prepared to learn the important theoretical and practical material vocational education must impart.

We do not think that vocational education should be viewed as a remedial education program. Vocational education's status should be changed so that it is no longer viewed as a secondary option to the precollege curriculum. The curriculum should not exclude a person from pursuing higher education at a later time.

The legislation should make vocational education and its relevant employer community into a working partnership. Business needs a formal part in the planning process at both the State and local levels. Provisions should be made for the employer community to help teachers regularly update their knowledge and experience by returning to the workplace. That can be done through incentives to both employers and educators.

The vocational education system should be much more closely linked to the local employer community and must be prepared to upgrade the current work force, retrain displaced workers, and meet skill shortages as they develop, in addition to preparing young people to enter the work force.

I point out here, that there is a difference between the needs of large employers, medium sized employers, and smaller employers and that vocational education may in fact be a great source of trained employees for the small business. That is where jobs are growing perhaps more rapidly than other size businesses.

We support vocational education's student organizations and feel that they must continue to be considered part of the educational experience. The new system must also encourage cooperation between the levels of vocational education. Students should be given credit for what they know when moving from one level of vocational education to another or from a public to a proprietary school or vice versa.

Turf wars between educators do not help the student. Attention should be paid to the Federal system of financial aid so that those seeking 2-year postsecondary education programs are not less likely to obtain loans because of the higher cost of banks processing the loan. Students should have access to the best training for the dollar. We can no longer afford expensive duplication of facilities, equipment, and instruction, and therefore the law should encourage subcontracting between public, private, and proprietary schools to offer the student the best possible combination of education and training.

We, of course, encourage the use of business facilities to provide free equipment and instruction to students wherever possible.

I would point out also that in theory, all of these activitics in theory could be provided and carried out at the State and local levels. In a system where $6 billion a year is contributed by States and localities and at a time of major Federal deficits, Federal funds cannot be justified unless Federal dollars are invested in substantial improvement to the system.

The employer community is unlikely to support Federal funds to simply continue the status quo. The Federal role which this subcommittee will eventually propose must make the vocational education system more flexible and more responsive to student and employer needs.

The chamber of commerce is also working with a group described here and is also working with the American Vocational Association to develop specific legislative proposals to improve the system. We expect to continue working with them and we hope to continue to work with you to bring about legislation which will be a fundamental improvement in the occupational education and training systems in the country.

Thank you for the opportunity to appear. We would be happy to answer your questions at the appropriate moment.

[The prepared statement of Mrs. Hemmings follows:]

STATEMENT
on
VOCATIONAL EDUCATION REAUTHORIZATION
to the
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
of the
SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
for the
CHAMBER OF COMMERCE OF THE UNITED STATES
by
Madeleine B. Hemmings
February 24, 1983

My name is Madeleine B. Hemmings. I am the Director of Education, Employment and Training for the Chamber of Commerce of the United States.

The U.S. Chamber welcomes this opportunity to appear before this Subcommittee to discuss what may be the most important legislative decision about vocational education since passage of the Smith-Hughes Act in 1917.

CHANGING DIMENSIONS OF COMPETITION

During the 1970's, the United States moved into a more complex competitive position in the world market than it had known for many years. There was a progressive reduction in the barriers to trade. As foreign economies became more closely linked, the volume of both imports and exports increased. Producers in many countries were able to take advantage of that country's particular resources and knowledge to improve their economies of scale by trading globally. Consumers around the world were able to choose from a wide variety of products at lower costs than any single country could offer its own people.

As world trade increased, economic interdependence grew. Today, we are in a global economy in which economic interdependence is an established fact. The economic prospects of all countries are determined by how well they are able to compete internationally. The ability to compete means quality products at competitive prices. For a business or industry to compete globally, it must carve out a specialized market or be a world quality, productivity and price leader. The American standard of living depends on American businesses being able to lead their industries in these ways.

American business has not remained unscathed in the transition to a global market. Intense competition has heavily impacted on the American television manufacturing industry. Steel, automobiles and others have found their markets very hard hit. Many of these were industries in which we were accustomed to a certain dominance. We know that we must re-examine our ways of doing business. We know we must organize to maintain our world position, even in the industries where we now have a great advantage or face the possible loss of that advantage. To that end, we are adapting our management attitudes, our relations with labor and even our accounting practices. Business survival depends on such change.

Business leaders know that more intense competition means a quickening of the pace of technological and economic change. The February 21st issue of Fortune magazine describes new technologies to permit flexible manufacturing, which makes economies of scale possible at a range of quantities never before imagined. Economy of scope, we now call it. Manufacturers will no longer build assembly lines to build one product in one model, but rather a wide range of products and models. The manufacturer can now meet quickly changing market needs, can keep up with changing fashion or better still, lead the trend.

Increased competition, a faster rate of change and more flexible technologies require, first and foremost, more adaptable and flexible employees. Today, America needs workers who can adapt to changing technical and skill needs and changing work environments. As Pat Choate said in his article in the National Journal January 23, 1983,

> National, industries, firms and workers who can adapt quickly and efficiently can compete and prosper. Those who cannot will suffer.

The question for us is whether America will build into its institutions (business, labor, government, education, and others), the flexibility and responsiveness to enable our industries to continue to survive and prosper in our more interdependent global economy.

VOCATIONAL EDUCATION HAS A MAJOR ROLE

This Senate Subcommittee is asking itself and interested parties to reconsider the law that authorizes a federal role in our vocational education system. The law that results from these deliberations is likely to be the most significant to our country since the Smith-Hughes Act of 1917, because vocational education is the mainstream occupational education system in the United States. As such, vocational education prepares a substantial percentage of the people who are in the nation's workforce. Vocational education is at least a $6.5 billion per year industry, which works to give people the education, skills and attitudes necessary to succeed in tomorrow's economy. The new legislation must provide a structure geared to the realities of that economy rather than the traditions of the past.

EMPLOYER ATTITUDES TOWARD VOCATIONAL EDUCATION

Several years ago, the U.S. Chamber recognized the importance of this reauthorization of the federal vocational education law. To prepare itself to participate constructively in the discussions about the new law, the Chamber conducted a special survey* of 1811 personnel directors representing a cross-section of U.S. business by industry, size of firm and geographical region. 957 directors responded to the March, 1981 survey - a 53% response rate.

The survey revealed that a large majority of the personnel directors in U.S. business firms view vocational education as either "very" or "somewhat" effective in preparing students for employment and in reducing either "substantially" or "somewhat", the need for on-the-job training. At the same time, the survey showed strong support for a number of changes in vocational education and for more involvement by the business community in the design and operation of specific occupational education programs.

Asked how effective vocational education has been in preparing students for employment, only 13% rated vocational education as very effective, 60% rated it somewhat effective, 18% somewhat ineffective, 5% very ineffective and 5% did not respond to the question. Some who have seen these figures have used them to point out the strength of business belief in the existing vocational education system.

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*study conducted by the Survey Center of the U.S. Chamber of Commerce in a joint effort with the Human and Community Resources Division, March, 1981.

These figures are a real cause for concern. When more of the people who are responsible for providing the workforce for their organizations rate vocational education "somewhat ineffective" rather than "very effective," and 60% are satisfied to rate vocational education as "somewhat effective", there is reason to question whether today's system is adequate to prepare people for the intense competition of the global economy.

If business is going to change and develop as quickly as it now appears it will have to, educators, particularly vocational educators, cannot prepare their students for the rapid change of tomorrow's labor markets unless there is close communication, understanding and partnership between the business and vocational education communities.

WILL BUSINESS WORK WITH VOCATION EDUCATORS AND THEIR STUDENTS?

Will business people involve themselves in the problems and concerns of vocational education if given the opportunity to do so? The Chamber asked its membership this question to determine if business people are prepared to make the necessary committment, before proposing that business people do so.

The survey asked the personnel directors how their organizations were working with vocational education. At the secondary level, the three most frequently cited ways of working with schools are:

-to inform students of career opportunities in their kind of businesses (career education),
-to cooperate in work/study programs, and
-to provide training through apprenticeship or internship.

At the college/technical level, the most common ways of working with schools are:

-to provide training through apprenticeship or internship,
-to recommend courses in occupational training classes, and
to cooperate in work/study programs.

The response does not suggest that there are vast numbers of businesses working closely with vocational educators developing the most useful curricula for the changing and evolving labor market the students will enter. Only at the college level is there any recognized effort of that kind. Many firms did report they do work with both secondary and college/technical schools.

The survey did show substantial support among personnel directors for greater involvement by business people in vocational education. Three out of five personnel directors show a willingness to have students gain experience on their firm's equipment. 24% said their firms have already worked out arrangements to have vocational education students gain practical experience on their firm's equipment. 43% said they would work out such arrangements if approached by the director of the local vocational education program.

If asked to do so, 23% say it was "very likely" and 31% say it is "somewhat likely" that their firms would provide the staff to update vocational education instructors and counselors to job needs and new techniques in order to help people prepare for work. Almost one-half (49%) think their own companies should be either "much" or "somewhat more" involved in the design and operation of specific occupational education programs, while 42% feel their involvement should remain about the same. Yet fully 77% of the respondents say the business community should be "much more" or "somewhat more" involved in the design and operation of specific occupational education programs. Only 2% suggested a lower level of involvement.

HOW DO BUSINESS PEOPLE THINK VOCATIONAL EDUCATION CAN BE IMPROVED?

Personnel directors were asked where and at what level the teaching of general employability skills and occupational skills would be more effective in preparing young people for work. More than four out of five (81%) think that high school age students are "about the normal age" to participate in vocational education training. Only 9% think high school students are too young.

A solid majority of 58% recommend teaching general employability and specific occupational skills at both high school and post-high school levels as the most effective way to prepare young people for work. 17% think it would be most effective to teach general employability skills in high school and teach specific skills at the post high school level. 12% would teach general employability in high school and leave specific occupational training to the employer. At least 65% of the personnel directors say their firms offer formal on-the-job initial skill training for employees who do not have a four-year college degree.

Almost two-thirds (64%) think the best method of providing vocational education is for schools to "own some equipment and arrange for advanced students to gain experience with local employers, using employers equipment." However, 23% think schools should own all equipment and do all practical training in school.

To finance public vocational education, almost half (48%) say the preferable way is for federal and state governments to provide tax incentives to employers to work out arrangements with schools to give students practical experience on currently used equipment. 21% think school systems should spend tax dollars to invest in the most modern equipment. 32% did not know or did not respond.

LOOKING AHEAD

Significant majorities of the business people surveyed agree that mature adults should have access to training through the vocational education system for upgrading and re-entry skills, that there should be an increase in private sector personnel as resources for vocational education classrooms, and that the law should be changed so employers will be more involved in evaluating vocational education programs. Also significant majorities disagree with the proposal to reduce specific job skill training at the high school level while increasing vocational courses in junior colleges

Finally, many personnel directors believe that more vocational education in this country should be supplied by proprietary vocational/technical schools; 15% say "much more" and 36% say "somewhat more". That view is supported by a recent series of conferences between employers and vocational educators sponsored by the National Center for Research in Vocational Education.

The survey does show that the general employer community values vocational education, but that the employer community wants an improved system structured to work much more closely with employers, so that students leave school better prepared for the actualities of the workplace and the labor market.

These employer opinions, coupled with our growing understanding of the rapidly changing and developing workplace Americans will need at least until the end of the century, compel us to ask seriously how the new vocational education act should structure the system.

CHAMBER RECOMMENDATIONS

The U.S. Chamber recommends that Congress take adequate time to develop sound legislation which will make the vocational education system a strong support system for business efforts to maintain and enhance its global competitive position. Such a system will provide the greatest opportunities for students, teachers and administrators and will contribute substantially to the stability of the American standard of living. Specifically, the Chamber recommends:

1. Students should be given information appropriate to their age about the changing and developing world of work and their opportunities in it through a system of career education infused into the curriculum at all levels of education.
2. Standards should be established for an elementary school education so that students entering vocational education will be better prepared to learn the important theoretical and practical material vocational education must impart. Vocational education should not be a remedial education program.

3. Vocational education's status should be changed so that it is no longer viewed as a secondary option to the pre-college curriculum. Vocational education shold be another road to reaching a person's maximum potential The curriculum should not exclude a person from pursuing higher education.

4. The legislation should make vocational education and its relevant employer community into a working partnership. Business needs a formal part in the planning process at the state and local levels. We should look carefully at the potential of the State Job Training Coordinating Council and the Private Industry Council created by the Job Training Partnership Act to create such a partnership. Strengthening the authority of the State Advisory Councils on Vocational Education and giving them a majority of business membership is another possibility.

5. Provision should be made for the employer community to help teachers regularly up-date their knowledge and experience by returning to the workplace. That can be done through incentives to both employers and educators.

6. The vocational education system must be much more closely linked to the local employer community and must be prepared to upgrade the current workforce, retrain displaced workers and meet skills shortages as they develop, in addition to preparing young people to enter the workforce.

7. Vocational education student organizations must continue to be considered part of the educational experience. These organizations have proven over and over again their ability to motivate and encourage vocational students to make the most of themselves, to exel at their craft or profession and to become outstanding contributors to their employing organizations and to society.

8. The new system must also encourage cooperation between the levels of vocational education. Students should be given credit for what they know when moving from one level of vocational education to another, or from a public to a proprietary school or vice-versa. Turf wars between educators do not help the students.

9. Attention should be paid to the federal system of financial aid, so that those seeking two year post-secondary vocational or technical education programs are not less likely to obtain loans because of a higher cost to banks processing the loan.

10. Students should have access to the best training for the dollar. The last few years have shown us that we can no longer afford expensive duplication of facilities, equipment and instruction. Therefore, the law should encourage subcontracting between public, private and proprietary vocational schools to offer the student the best possible combination of education and training.

All of the activies described above could be provided and carried out at the state and local level. In a system where $6 billion a year is contributed by states and localities, and at a time of major federal deficits, federal funds of $500 to 700 million per year cannot be justified, unless federal dollars are an investment in substantial improvement in the system. The employer community is unlikely to support federal funds to simply continue the status quo. The federal role, which this Subcommittee will eventually propose, must make the vocational education system more flexible and more responsive to student and employer needs. The Chamber of Commerce is working now with other major employer groups and with the American Vocational Education Association to develop specific legislative proposals to improve the system. We hope to continue to work with this Subcommittee, its members and staff, in the interest of improving the fundamental occupational education and training system in the country.

Thank you for the opportunity to appear before you today. I will be happy to answer any questions you may have.

Senator STAFFORD. Thank you very much, Mrs. Hemmings, for your very helpful statement.

Dr. Usdan, do you want to go next?

Mr. USDAN. Yes. Thank you, Senator. As the seventh person in the eight member batting order here, I will be mercifully brief. Needless to say, many of the comments I was going to make have already been made by the other folks giving testimony.

My own background is essentially that of an educator who has had diverse administrative and teaching experience at virtually every level of the educational enterprise. Currently I run an organization in town here called the Institute for Educational Leadership. We have been spending a good deal of time convening the leadership from both the education and the business communities in an attempt to improve communication.

And so in one sense I am reacting and responding, Senator, as a generalist, if you will, in terms of some perspectives on the issue of government and business cooperation. As we all know, the society is going through a wrenching and profound economic transformation, and indeed many of our workers are permanently dislocated economically. There are profound shifts in who needs education, who provides education, and what is needed in education, and a growing and very encouraging awareness that education issues are increasingly embedded in a host of much larger national and international issues. Indeed, the economy is very dependent upon developing its prime resource, human capital, which surely is the key to economic development.

The need which other people have articulated this morning to more effectively link training with the workplace requires no further elaboration. I think there has to be much more explicit recognition of this relationship in our dialog and our conversation about vocational education.

Indeed, the whole training system—the reality is that some 90 percent of our 1990 work force is already working and 75 percent of our 2,000 work force is already working—and the society in general has a massive and unprecedented challenge in terms of extensive retraining needs.

Vocational education should be viewed in this much larger and significant public policy context. In light of these realities, I have problems with the fragmentary manner in which Federal policy and indeed the way State and local policies are formulated in this area. We do not relate problems or levels of education adequately to each other. The policies are too fractionated and ad hoc, and the basic question that the whole society has to ask in terms of the economic challenges which confront us is can we afford this lack of adequate coordination very much longer?

I have profound definitional problems with the whole area of vocational education. I am not sure what is included under the rubric. It seems to me that it is too significant and all encompassing an area not to be in the mainstream of the educational system. Whatever you say is true; whatever you say is false. I think it really depends on where you look.

I think we all would agree with the other people who have testified today that vocational education should be less categorical and segregated, if you will, and that the training and retraining process has to entail more than just developing job skills. What I think we have to worry about is producing people who have analytical, conceptual, and higher order skills. And the real challenge for us is not placing people in the entry level or first job; it is producing people who are marketable in their second, third, and fourth jobs in terms of an ever changing economy.

The role of the Federal Government in the process, I think, should be to stimulate and raise the public consciousness in terms of the pluralism of the vocational education system and to encourage diverse cooperative approaches. I think the role of the Federal Government is also to stay very much involved in the equity issue, both in terms of traditional social justice concern and demographic and economic realities.

Two out of every three people entering the job market in the 1980's will be women, and approximately half the young people will be minority origin. We must more effectively link education with other training activities that exist within and between the public and private sectors; the private sector allegedly is investing some $30 to $60 billion annually in training or education activities. It is a system that is no longer the shadow system that many traditional educators still think it is.

I believe that in many ways the tail is wagging the dog nationally. But it is obvious in terms of new economic realities, that society cannot afford the luxury of two systems that barely interact with each other. Public and private collaborations between schools and the business community are mushrooming all over the country. It is kind of like popcorn crackling. And I think it is incumbent upon the Federal Government to encourage and facilitate these grassroots energies and to encourage such flexibility and innovation.

In some States you find Governors taking the lead; in other States, education departments; commissions on economic development; manpower groups. Collaborations are burgeoning at the local, regional, and State levels. And indeed in a period of profound change, we should not be constrained by past patterns. Again, I think it is important for the Federal Government to maximize this diversity and broaden the base of participation in public-private sector collaborative activities.

Thus, there is enormous diversity and many significant changes underway. In light of these new developments, I think it may be time to reassess the whole single State authority pattern in the country. In some places, this pattern still may be very adequate. In other cases, maybe the single State authority governing vocational education is not broadly enough gaged or sufficiently diverse to respond to the kind of ferment and change that is going on throughout the country.

The need to link with other Federal legislation has been mentioned by other speakers. The Job Training Partnership Act, compensatory education legislation, and other legislation provide appropriate vehicles for cooperation and incentives should come from the Federal Government for such multiagency and multisector cooperation.

There is a practical need to work with the business community, and I think it was alluded to by one of the speakers on the first panel. The reality is that the public sector just does not have the resources or the wherewithall, or the turnaround time to keep up with the equipment and technology which will be congruent with the pace of change.

High-tech equipment allegedly has a lifespan of a year and a half. The tool-and-die equipment, for example, that we are accustomed to has a lifespan of 12 years. Having experience with the public sector for many years, I have some sense of the turnaround time that is customary to provide new equipment. I think that it is rather short sighted to believe that up-to-date technology and equipment can be provided on a consistent basis in the traditional school setting.

The collaborative arrangements that must be established between the business and education worlds are going to be essential to our economy. I do not view it as a zero sum game; I think everyone has a collective stake and as a society we must capitalize on this new coopertive mood and thrust toward pubic-private partnerships.

The private sector's expertise and its R&D capacity cannot be rivaled by the public sector. The public sector, on the other hand, has the outreach and the responsibilities for basic skills.

In closing I would just say that I think we are in a unique time of economic change whether we call it the New Federalism or the old federalism, or creative federalism. Whatever the title is, the Federal Government at this time has a unique opportunity to serve as a catalyst and an incentive provider to harness the very encouraging energies which are being harnessed all over the country in this area of collaborative activities. Thank you, Senator.

[The prepared statement of Dr. Usdan follows:]

VOCATIONAL EDUCATION FOR THE NINETEEN EIGHTIES AND NINETIES: Perspectives on the Issue of Governmental and Business Cooperation in Vocational Education

A statement for the Subcommittee on Education, Arts and Humanities, Committee on Labor and Human Resources, U.S. Senate, February 24, 1983

Michael D. Usdan
Institute for Educational Leadership

Mr. Chairman, I testify today in my private capacity. Professionally, I am the President of the Institute for Educational Leadership, an independent organization which sponsors throughout the country a number of professional development programs designed to strengthen and improve the policymaking process in American education, particularly at the federal and state levels. Among other positions in my career, I have been Commissioner of Higher Education in Connecticut (1978-1981), President of Detroit's Merrill Palmer Institute (1974-1978), and have had extensive teaching and a variety of diverse experiences at every educational level. I also was a member and President of the school board in the city of New Rochelle, New York (1969-1974). My areas of particular interest are the role of educational leadership in American society and the policy process in education at the various levels of our federal system. Recently, I have become especially concerned with the cluster of complex issues being generated by the dramatic increase in collaborative activities or partnerships between public schools and businesses throughout the country.

My perspectives on the issue of governmental and business cooperation in vocational education are those of a generalist. Although my varied experiences at different levels of the educational enterprise have provided me with some exposure to the area of vocational education, I do not purport to be either a scholar or an expert on the specifics of many of the complex issues or the existing legislation in the field. In reading materials and in interviewing knowledgeable leaders in the field in preparation for this testimony, however, I have generated some notions that I hope might be useful as to how the federal government can play a more central role in stimulating an effective and growing partnership between business and education.

This country, as we all know, is currently undergoing a wrenching and profound demographic and economic transformation. Millions of our citizens are experiencing serious and in many cases permanent employment dislocation. There are enormous shifts in who needs education, who provides education, and what is needed in education. The growth of the information and service sectors of the economy and the ever-continuing advances in technology have been well documented as has the decline of the manufacturing or sunset industries. Education increasingly is viewed as being embedded in a host of national and international issues. Education is being seen in the context of an ever-changing economy, the viability of which will be determined by the quality of the society's success in developing its prime resource, its human capital.

In other words, human capital development is now being recognized as the key to economic development and yet there still is no coherent or wholistic national policy to guide us in rebuilding the national economy. We have huge remedial needs both for adults and school-age youngsters. We have serious job entry needs and must more coherently link training to the realities of the work place. It is particularly important to update the current workforce in an ever-changing economy and to strive for more explicit recognition of the massive retraining issues which confront us inasmuch as 90% of 1990's workforce and 75% of 2000's workforce already is employed.

In light of these stark realities, I have trouble with our current method of formulating federal policy in such a fragmentary manner. Our vision and perspectives are too limited to respond adequately to the rapid pace of economic and technological change. We too often artificially separate schools from a larger more generic definition of education. One year we consider elementary-secondary education and the next year we consider higher education. This year, of course, we are considering vocational education. Too rarely, do we relate the numerous programs or the levels of education to each other. In other words, our policies are too fractionated and ad hoc. We as a society and national leaders like the members of the Committee must raise the basic question of whether we can afford any longer the luxury of such fragmentation in a world economy which is so competitive and interdependent?

Indeed, this may be the time for the federal government to look at the basic definitional problems inherent in vocational education. I, for one, have a difficult time determining what should not be included under the rubric. Vocational education is too significant and all-encompassing not to be embedded in the mainstream of our educational system. Academic skills are as essential as technical or specific job related skills if an individual is to receive an adequate vocational education. Indeed, the federal government should support a much less categorical and segregative concept of vocational education which includes academics and is not limited exclusively to specific skills job training. It should promote and reward training programs that develop individuals with the conceptual and higher order skills that make them placeable in second, third or fourth jobs as well as entry level positions in a constantly changing employment market.

The federal role in vocational education encompasses, of course, much more than the Vocational Education Act as amended per se. The national government for years has been supporting a wide range of programs which are vocational in nature; programs as diverse as job training, efforts to help Appalachia, armed forces and community action training projects, nutrition, and support for science in higher education are all vocational in nature. We must think of vocational education in a broader frame than just being specific programs below the baccalaureate level. There ought to be more explicit recognition of the pluralism of vocational education if we are to have the flexibility to respond to the acute training and retraining needs which confront us. The federal government must stimulate recognition of this pluralism through its encouragement and facilitation of diverse cooperative approaches. We simply cannot deal effectively or sensibly with vocational education policy by ignoring other domains. In brief, vocational education does not exist in a vacuum.

Although the federal share of support for vocational education is relatively small, the national government has had and should continue to have significant influence because its resources have been appropriately leveraged in recognizing the developmental and special vocational needs of populations such as women, the handicapped and the disadvantaged. These federal equity concerns must be sustained and in the future will be even more important because of the growing percentage of minority youngsters in the school age population and the large numbers of women entering the workforce. For example, approximately 50% of the young people who will be entering the job market in the decade of the 1980's will be of minority origin. Two of three entrants into the job market during the next decade or so will be women.

The federal government must emphasize the theme of national economic development, the concomitant of which is the national need to develop human resources. The states and localities cannot be expected to do this as they compete with each other and their interests are understandably narrower. The federal government should encourage in every way it can cooperative efforts which will link existing education and training activities between the public and private sectors. Corporations reportedly already spend between 30 and 40 billion dollars on education and training, an amount that is comparable to the entire investment made in traditional public higher education. We no longer can or should afford the existence of two parallel systems that rarely, if ever, interact and federal resources should be used to facilitate collaboration between and among such entities.

Federal policy should capitalize on the numerous and diverse public-private sector collaborations which have so recently mushroomed throughout the country. Such activities promoting the linkage of schools and the world of work have sprung up recently like popcorn crackling and these grassroots energies should be encouraged. Set-asides, for example, should be minimized, if not ultimately eliminated, so that new initiatives responsive to changed economic realities in states and localities can flourish. Different participants and cooperative models will be found in different situations. In some states Governors will lead, in other states Economic Development or Manpower Commissions or Education Departments will be prime movers, while in other states regional or local business, civic or educational officials will spearhead new public-private sector partnerships. The national government should facilitate the development of diverse arrangements during a period of such economic ferment and should not be inordinately constrained by past patterns of delivering vocational education services.

The federal role should be to stimulate and leverage through its resources maximum participation by the appropriate parties at the state, regional and local levels. Since these parties will vary enormously from jurisdiction to jurisdiction, the single state authority governance pattern should be reassessed. In some states, it may continue to be appropriate. In other states, however, it may be wise to develop other more flexible responsive governance mechanisms that can be more explicitly attuned to the dynamics of ever-changing economic situations. We may want to experiment with a number of different governance models. The existing State Plan Committee structures, however useful they may be in many situations, in other cases may not be diverse enough in their perspectives and too limited and focused around existing program maintenance and compliance concerns. We need more plans that will project short and long-term goals and objectives and stress program improvement. The federal role should be facilitative and encourage flexibility and diversity in a pluralistic vocational education system; the provision of federal resources, however, should be predicated upon the assumption that states and localities will be compelled to maximize collaborative activities between the public and private sectors as well as the levels of education. The effectiveness of federal legislation by itself is diluted tremendously without shared intergovernmental objectives and appropriate development of state and local resources. At the federal level, vocational education legislation should be more systematically integrated with related efforts such as the emerging Job Training Partnership Act of 1982 and federal compensatory education legislation despite different funding sources.

The private sector will be more extensively and effectively involved if there is meaningful participation at the local or delivery of services level. Businesses will be reluctant to participate in partnerships with education or the public sector if they are compelled to engage in cumbersome and distasteful bureaucratic processes controlled by officials who are far removed from their localities and legitimate "bottom line" concerns.

The most critical issue in the 1980's is the need for policy intersection and harmonization and federal resources should be utilized to facilitate such integration to the maximum extent possible. The federal government, in essence, should mandate cooperative, albeit diverse, education and training approaches and encourage the broadest possible base of participation in such activities at the local, regional and state level. Incentives should be provided for multi-agency or sector cooperation and negotiation processes between and among interested parties should be encouraged (i.e., Connecticut's Negotiated Investment Strategy on Title XX).

Federal resources should be used to facilitate the creation of new bridging mechanisms to further inter- and intra-sector communication and cooperation, for example, between elementary-secondary and higher education and public schools and businesses. Vocational education must be placed, in short, in the larger context of society's needs and the federal role should focus upon facilitating more effective local and state collaborative processes and not just "dishing out dollars." Federal policies, as well as resources in the challenging times ahead must be utilized to articulate themes and to initiate programs which are responsive to current economic realities. The federal role must be more catalytic than just supporting existing categorical programs many of which may have been successful in the past but are not adequate to meet the emerging employment challenges of a future in which the quick obsolescence of both skills and equipment must be counteracted as expeditiously as possible.

Indeed, our economic future is contingent both upon the responsiveness and quality of our preparation of the workforce. If we are to compete technologically, we need workers (both entry level and retrained) who are well educated in the broadest sense in prestigious programs in which academic expectations are high in the areas of reading and writing and analytical skills as well as in technology, math and science. The federal government as well as its state and local counterparts should make explicit efforts to project vocational training, whether it takes place in schools or in industry, as a vital and integrated component of the educational process which cannot be viewed, as it too frequently has, as a "dumping ground" or merely a compensatory education mechanism for the non-academic.

Excellence in and understanding of technology and related areas at gradated levels of sophistication simply is too vital to our productivity and collective future for such anachronistically elitist and erroneous stereotyping and biases to persist or be condoned. Indeed, the federal government in stressing and projecting nationally the importance of quality vocational education might wish to specifically identify on a state-by-state, regional, or local basis a number of exemplary high standard programs which have particular distinction or excellence in responding to our contemporary training and retraining needs. Such programs should have explicit outcome objectives and evaluative procedures which focus specifically on the improvement of learning skills related to productivity and not just the delivery or maintenance of services.

The federal government must stimulate new and expanded linkages between schools and the business community for very practical reasons. The business world with its research and development capacities is light years ahead of most educational institutions in both the hardware and software areas. Schools simply are not in a position to catch up or compete with the private sector in the dynamic and ever-changing world of new technologies in which we live. The situation is compounded by the very short life spans of new technological equipment. It is estimated that high tech products, for example, have only a 1½ year life expectancy while tool and dye equipment has a 12 year life expectancy until it has to be changed. The ability of schools to respond to this rapid turn-around time is extremely limited, particularly at a time when fiscal resources are so constrained.

The workforce, of course, must also be consistently recycled to meet this rapid turnover in technological hardware and it is not surprising that current mismatches between labor supply and demand are so prevalent. The inability of the educational system as constituted and financed to respond has already caused the private sector to preempt many training functions. We are not, however, in a zero-sum adversarial situation in regard to the business-school relationship. Indeed, the time is particularly propitious for partnerships to flourish because the private sector's expertise and economic base can complement the outreach and basic skills functions of the schools. The fundamental issue in which the entire society has a profound stake is how we can creatively reconfigure our fragmented educational system to meet emerging economic needs. The federal government should serve as a catalyst in promoting the new collaborations or linkages which will be so vital if the nation's economy is to meet the challenges ahead.

We are in a period of profound economic change which requires new and creative mechanisms through which our citizens can be educated in the broadest sense, trained and retrained for a world of work in which change will be the only constant. Structures which pigeon-hole how people think will be too categorical and segregative to meet the new realities or economic challenges ahead. Our citizens - young and old - regardless of the label of programs must have cognitive skills which are transferable and generic and include proficiency in basic communications and math. In other words, all programs whether labeled vocational or not must be of high general academic quality and should not be self-stunting or arbitrarily "chunked" into categorical disciplines in training areas which may not be appropriate or viable a year or two in the future. Such excellence in programs which break-down the dysfunctional separation of vocational and general academic training may well be the essential precursor to the acquisition of the more sophisticated occupational skills which will be required in the future.

Senator **Stafford**. Thank you very much, Dr. Usdan, for a very good statement.

Mr. Webber?

Mr. **Webber**. Thank you, Senator Stafford. It certainly is an honor and a pleasure to be here and to bring some information for your deliberation. I would like to have my submitted statement entered into the record, and I will digress from that.

I do not know whether there is any significance in being eighth out of eight. I will take it the good way, however.

But I was struck, as I listened to the seven previous people—I heard the word "students," and I heard the word "minorities," and I heard the word "women." But until you asked a directed question, I did not hear the word "handicapped." So I would like to take this opportunity to speak in their behalf and make sure that they get up to bat on this vocational act reauthorization. I would like to make it clear that I am not a trainer. I am not an educator. I am director of equal employment opportunity affairs for ITT. I am a member of the President's Committee on the Employment of the Handicapped. I am a member of its executive committee, its steering committee, and I chair the employer committee.

My experience over the years has told me that industry for many years ignored the handicapped and did not believe that they could be employees. They had a feeling that they would be late, a lot of absenteeism, a lot of problems, could not be productive, and so forth. Even those people who were hurt on the job would be sent home and the company would pay workmen's compensation or unemployment insurance until it got too expensive. Then we learned that maybe it was a good idea to retrain them and bring them back.

Then with the advent of the Rehabilitation Act of 1973, industry, at least those coming under section 503, was forced to take another look and take some affirmative action with respect to hiring the handicapped. Most of us learned an awful lot from that, and many of those so-called facts about why we could not hire the handicapped turned out to be just so many myths.

And as a result of that, it has been my experience that industry is now willing to hire the handicapped. Experience has shown, however, that we have a problem; that problem has been that while we are in a hiring mood, we often cannot find handicapped people who have the necessary skills.

As an example, I assume you are aware of what PWI's are, the Projects With Industries. We are involved with several of those, and in one instance, several of our companies on the west coast submitted over 200 work orders in a variety of disciplines.

We received back some 18 referrals. Of those we found three who could and did quality for the jobs. The rest of those referrals wanted to work—we just could not get a match. And in my talks with other companies, I find that same level of frustration by companies is as evident all over.

In trying to ascertain just what the problem was, I think I have come to the conclusion—and many of my colleagues that I have discussed this with—that handicapped people have been left out by and large of both the educational and vocational training process. I know that the rehabilitation service does an awfully good job at rehabilitating people. And I think probably that the vocational trainers do a good job with respect to training people. But the rehab people for some reason have not and are not coordinating with industry with respect to finding out what industry's needs are.

And from what I understand, vocational trainers do not have the necessary backgrounds and skills and specialized education to handle and to train people with disabilities. As Mr. Wells said earlier, each disabled person is an individual in his own right and needs some special training. You cannot group—the blind cannot be handled this way; paraplegics cannot be handled this way, any more than the group of us sitting here.

To quote a friend of mind, "The business of business is business." And I do not believe that a business should be saddled with curing the ills of our society with respect to vocational training of the handicapped, nor should it be saddled with rehabilitation services.

Now, I have heard this morning of many companies who do have vocational training programs, but I think that by and large it is probably going on in big companies who can afford to do that and have the manpower to do it.

But someplace in the back of my mind, I believe that something like 80 percent of our work force in this country are employed by companies with 200 to 300 employees. And those are the companys that we need to get trained handicapped people. I think that, as many of my colleagues, in fact, I think all of them have said this morning, linkage is necessary, and I think that is even more true with respect to including the handicapped in this training process.

So there needs to be some increased cooperation between the rehabilitation services, the vocational trainers, and industry so that people can be trained for jobs that are there now or will be in the future. And we some way or other, I would like to suggest, get the voc ed trainers taught as to how to train handicapped people.

So I would like to make three specific recommendations to the committee, and that is; first, to continue to include in a specific manner youths and adults who have disabilities within the setaside portion of the act.

Second, to include a requirement for cooperation and coordination which will result in more appropriate training being delivered, thus leading to enhanced job placement possibilities; and three, to include a supplementary training program and a technical information assistance delivery system to provide these vocational educational trainers with the additional specialized skills.

I would be happy to answer any questions.

[The prepared statement of Mr. Webber follows:]

Statement of D. L. Webber
before the
Senate Sub-Committee on Education
Chairman - Sen. Robert T. Stafford (R-Vt)

February 24, 1983

It is indeed both an honor and a pleasure to appear before this committee and to have some input to the deliberations on such an important subject as the providing of training to persons with disabilities so they become productive useful taxpayers instead of wards of the State.

By way of background, I am employed by the ITT Corporation as Director Equal Employment Opportunity Affairs. Included in my area of responsibility from a policy direction standpoint is the employment of persons with disabilities. In addition, I have been a member of the President's Committee on the Employment of the Handicapped (PCEH) since 1976 and serve on both the Executive and Steering Committees. Recently I was appointed as Chairman of the Employer Committee of that organization.

From knowledge gained from my long association in this field, I wish to bring to your attention some of the experiences which industry has had in the employment of the handicapped.

Prior to the passage of the Rehabilitation Act of 1973 and most particularly with reference to Section 503 of the Act, I believe that industry in general - although there are many outstanding exceptions - tended to ignore persons with disabilities as potential employees. The fault, however, should not be laid alone at industry's doorstep as it, in my opinion, was as much of a societal problem and to some extent continues to be so today.

When government contractors were required to begin taking affirmative action in the employment of the handicapped, many companies for the first time began to examine their policies and positions in this area. The result has been that behavior has dramatically changed with respect to hiring the handicapped and a positive attitudinal change has become evident.

Many companies have learned first hand that the many so called "facts" once articulated against employing the handicapped have been proven to be just so many myths. Persons with disabilities are people just like those of us so called able bodied. They have the same desires, aspirations and love of life as anyone else. However, just as in the case of those without disabilities there are also those with handicaps who are lazy, shirk responsibility and want a handout. People are people disabled or not. These same conditions of likeness apply in the world of work with a slight exception.

Informal studies as well as developed empirical data show that persons with severe disabilities tend to have less tardiness and absenteeism than the rest of the work force in any given situation. Perhaps this can be attributed to the fact that their perception of what productive employment means to them is different from those of us who may take our jobs for granted. As a result - and where productivity is equal - it makes good business sense to employ the handicapped.

Practically every day we hear of handicapped persons heretofore excluded from certain jobs because of bias and prejudices now filling those jobs in a successful manner. Blind EDP programmers are no longer news; paraplegic and quadriplegics who are successful lawyers, accountants and even traveling account executives are now more common than we might ever have envisioned.

However, not all of us - disabled or not - have the inclination and/or the innate ability to be "professionals". The bulk of employment has been and apparently will continue to be in the vocational areas both traditional as well as some of which we are not yet aware because of changing technologies.

There have been many programs developed in the past few years to specifically coordinate jobs (especially vocational types) with people who have a disability. One of the most successful, in my opinion, has been the Projects With Industry approach. Without a doubt that approach has truly enhanced the effort. It has enabled companies to really take affirmative action and has provided a method of recruitment outreach.

The results of these programs have been generally good. Unfortunately, most of the successes have been in entry level jobs where little or no previous training or experience is required but at least a start has been made. In the areas where previous experience and/or training is required, the picture is not quite as good. The experience through PWI's as well as other recruitment outreach efforts demonstrates a lack of supply of persons with disabilities who have the requisite skills.

For example, a couple of years ago some 200 job openings in a variety of disciplines were submitted over a period of time through a PWI. Eighteen potential applicants were referred but only 3 were found who could and did qualify for the positions. The other referrals wanted to work and industry was willing to hire but - the necessary skills were lacking so no match was possible. Several other companies have expressed similar frustrations over similar experiences.

In reviewing the situation, it is my opinion that while much time, effort and money has been expended on the rehabilitation of people with disabilities - and rightfully so - little has been done to address the problem of facilitating their acquisition of skills which are needed by industry both now and in the future. So the heart of the problem appears to lie in the lack of educational and vocational training opportunities for handicapped people.

Where does the responsibility lie to provide those opportunities? Certainly every child should be afforded an equal opportunity to obtain an education and acquire the tools to be self-sufficient insofar as one can be. Without doubt, that responsibility belongs in our educational systems and Congress has attempted to address that problem. But what about vocational training to meet industry needs. While industry has a stake in all this, the business of business is business. That business is, in part, to provide the opportunity for people to work at productive jobs but it is not to bear the brunt of a societal problem.

As I understand it, the purpose of these hearings is to deliberate on a Vocational Education Act with special provision for the benefit of the disadvantaged. In many respects, I think handicapped people would meet most any criteria developed in defining "disadvantaged". Especially when it comes to being included in any statute which will result in their being enabled to participate in the world of work.

Therefore, it is my opinion that this committee and the Congress should recognize this need of both industry and the constituency by continuing to include, through the set aside portion, persons with disabilities as benefit recipients under the Act. I strongly urge that such inclusion not be left to chance. It would be best if the Act contained a direct statement formally including both handicapped youth and adults and should indicate a positive and strong commitment of purpose.

Experience also tells me that there needs to be an increased emphasis on coordination between those organizations delivering rehabilitation services; those delivering vocational educational services; and industry with respect to the types of positions available now and in the future so that the training effort will lead to positive placement and not result in frustration and disappointment to the individual. Such failures most often result in an additional burden on taxpayers.

Included in this area should be a recognition that many of those delivering vocational educational services may - and more probable than not - need technical assistance consisting of supplementary training when it comes to training persons with disabilities. There is much information available on types of accommodations which can best assist a functional disability, and there are techniques which have been developed for training and retraining people with various types of disabilities. Surely the utilization of this already developed information would be a more efficient and productive way than if the vocational trainers were required to reinvent the wheel. Therefore, serious consideration should be given to the inclusion of a technical information/training assistance delivery system in the Act to insure that the training programs are accessible to the disabled trainee and that proper techniques are employed in the training process.

I applaud this committee's efforts in exploring ways in which persons with disabilities can be served under the Act and in summation I again urge you to consider three major points:

1. Continue to include, in a specific manner, youths and adults who have disabilities within the set aside portion of the Act.
2. Include a requirement for cooperation and coordination which will result in more appropriate training being delivered, thus leading to enhanced job placement possibilities.
3. Include a supplementary training program and a technical information/assistance delivery system to provide the Vocational Education Trainers with the additional specialized skills.

Thank you very much.

DLW/cj/2381q

Senator **Stafford**. Thank you all very much for participating in this hearing this morning to help the subcommittee with its difficult task.

Let me address this question to any of you who care to respond. As the NIE study of vocational education demonstrated, the Federal Government is attempting to do too much with too few resources. Furthermore, recognizing that the prospects are poor for a quantum increase in the Federal appropriation for vocational education—in fact, the administration is proposing a substantial reduction—what are the two or three most important tasks the new Vocational Act should undertake?

Mr. **Semple**. As I said before, Mr. Chairman, none of our organizations have made any specific formal policy recommendations, but I do believe the principles we outlined would pretty much underscore any position we might have on the question.

The more the vocational education reauthorization moves in the direction of those principles, the more we would be inclined, I suspect, to support continued levels of vocational education appropriations. It is a matter of degree. We have not made any strong decision on it.

To reiterate, though, I might add it is the inclusion of incentives for improving business participation.

Mrs. **Hemmings**. I think we all support what Nat is saying with the idea that the bringing together of the consumers of vocational education and the providers will in fact provide a better opportunity for the people who get the training, and that the improved quality of the product, I guess, is the thing that is most significant to us, however that is provided. We also think that a great deal of decisionmaking probably has to go on at the local level in the labor market in which the training is provided; that a list of occupations prepared at the national level that are funded would probably be a mistake, and that should we look for something that creates much more flexibility for decisionmaking closer to home.

Senator **Stafford**. Thank you very much. If there is no further comment, I will go on to the next question.

Three of our witnesses spoke of the need for greater business involvement in the planning and conduct of vocational education. By and large your recommendations center around increasing business participation in the state advisory councils on vocational education.

Yet to my mind the effectiveness of SACVE's in truly influencing the vocational enterprise is spotty at best. Therefore, should we leave the SACVE's as they are and only change their membership or should we do something to formalize greater responsibility and authority for the SACVE's in determining how vocational programs are operated?

For instance, should they have the power to approve or disapprove State plans for spending Federal vocational dollars? Does anybody care to respond to that?

Mrs. **Hemmings**. I do not think that we are particularly concerned with whether it is SACVE's or anything else. I think that the concern is that the decisionmaking process at the State and local level has got to involve a formal and operational relationship between the employer community and the traditional decisionmakers in vocational planning.

Many of the SACVE's have done as much as they possibly could, given the authority that they had.

We do not see asking our members to spend inordinate amounts of time on varieties of advisory councils that have little if any authority. I think that very quickly you are going to get sick and tired of that, and the first thing that is going to happen is people are going to be saying to us, why on earth do you not get rid of these things? And why do you not lobby Washington to cut the budget for this kind of opportunity for us? We cannot do that. The responsible business decisionmaker who can be of most help to the vocational education community will not serve on something that has no authority. And I think that has been proven time and time again.

Senator STAFFORD. Is there general agreement with that statement?

All panelists nodded in agreement.

Dr. Usdan, you recommended that the Federal Government should support a much less categorical and segregative concept of vocational education which includes academics and is not limited exclusively to job training. Inasmuch as the subcommittee has heard significant testimony this morning regarding the lack of basic knowledge skills of young Americans entering the work force, let me inquire of you: perhaps we need to undertake a massive effort aimed at overcoming these basic skill deficiencies, be they in math, science, reading, or literature, at the secondary school level instead of investing scarce Federal resources in pure vocational skill training?

Mr. USDAN. I have no problem with the assumption inherent in that question, Senator. I think that particularly as jobs become more complex in the period we are in, that the need for basic skills is so essential that they should perhaps report a required foundation for the minimal student competencies and abilities required before they are expected to handle many of the jobs that are volving.

Senator STAFFORD. Thank you very much. A final question, if you care to, would you comment on these two aspects of increased business participation for vocational education. First, are businesses willing to open up more cooperative education spots so that students can mix academic training with work experience, and second, how can business help solve the equipment needs of vocational education?

Mrs. HEMMINGS. I do not know whether I should presume to try this one again, but the one thing that comes out of all our discussions with employers is that they are anxious to provide cooperative education spots. They like it. They believe in it. They think it is terrific, and would like to have more opportunity to do it.

In terms of equipment, our original survey question was asked in an environment in which people were suggesting to us that billions of dollars should be spent to reequip the schools.

I think in today's economy you have to ask yourself whether such funds for equipment, should be put into creating jobs for people who actually have to go out and work or whether it should be invested in training instead. I think that is a horrible kind of choice.

Our survey asked people, would you allow students to learn on your equipment. We even asked them, would you require that the schools provide supervisors if you brought a class out to train. And a number of them said, no, that would not be one of our conditions. Forty-eight percent said they would work it out, and as I said, 24 percent said, we are already doing it with no incentive from anybody at all.

So I think there is a tremendous willingness to work. I think there is, though, a perception that the fences are up and perhaps business people are not terribly welcome. I think that is the problem that really needs to be overcome. It is probably a misperception, but it is there.

Senator **Stafford**. Thank you. Is there any disagreement with Mrs. Hemmings' statement?

[No response.]

I see no objection being raised.

So let me, for the subcommittee and the full committee——

Mr. **Webber**. I am wondering if I can make one comment.

Senator **Stafford**. Indeed you can.

Mr. **Webber**. When Mr. Wells responded to your direct question about the handicapped, he left the implication that handicapped people, at least as I heard him say, were difficult to train and there were only a few jobs that they could do.

I disagree totally with that. Within ITT we have a blind lathe operator. We have blind punch press operators. And the list goes on and on. There is hardly anything that a handicapped person cannot do with proper training and accommodation.

I just wanted to get that cleared up.

Senator **Stafford**. Well, I am glad you made the record complete with respect to that issue. Mr. Webber, by any chance do you have relatives in Vermont?

Mr. **Webber**. No; I do not have relatives in Vermont, but you did speak at my daughter's commencement exercises at Green Mountain last spring.

Senator **Stafford**. I remember that.

Mr. **Webber**. Maybe that was where.

Senator **Stafford**. Well, there is a very distinguished Webber family in Rutland. Christopher Webber is the head of the family at this time. He is a leading lawyer and banker in my hometown.

Mr. **Webber**. Two B's or one?

Senator **Stafford**. Two.

Mr. **Webber**. Oh, great.

Senator **Stafford**. So you can claim him safely.

Mr. **Webber**. I will.

Senator **Stafford**. Well, we thank you all very much indeed. You have helped us a great deal. For the committee, we appreciate it.

[The following material was supplied for the record:]

National Alliance of Business

1015 15th Street, N.W.
Washington, D.C. 20005
202/457-0040

April 19, 1983

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Senator Robert T. Stafford
Chairman
Subcommittee on Education, Arts
and the Humanities
United States Senate
309 D Senate Courts
Washington, D.C. 20510

Dear Senator Stafford:

The National Alliance of Business is pleased to submit the enclosed testimony for the Subcommittee's records on oversight hearings on reauthorization of vocational education held February 23-24 and March 2-3.

The Alliance believes the reauthorization of vocational education is one of the most significant pieces of employment related legislation that the Congress will consider in this decade. Furthermore, we encourage the Congress to act on vocational education legislation this year so that the system will be positioned to respond quickly and effectively to economic and employment problems that now face this country.

We are currently meeting on a regular basis with other national business organizations -- The Business Roundtable, the Chamber of Commerce of the United States, the Committee for Economic Development and the National Association of Manufacturers -- and the American Vocational Association to discuss programmatic and structural issues confronting the vocational education system. We are hopeful that these discussions will result in recommendations that have the support of the American Vocational Association and the national business organizations.

We look forward to working with you, the members of the Senate Labor and Human Resources Committee and your staff on this important legislation.

Sincerely,

W. H. Kolberg

Enclosure

National
Alliance of
Business

1015 15th Street, N.W.
Washington, D.C. 20005
202/457-0040

STATEMENT

ON

VOCATIONAL EDUCATION REAUTHORIZATION

TO THE

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

OF THE

SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

FOR THE

NATIONAL ALLIANCE OF BUSINESS

BY

WILLIAM H. KOLBERG

APRIL 15, 1983

The National Alliance of Business is pleased to submit this statement to the Senate Subcommittee on Education, Arts and the Humanities on the reauthorization of the federal vocational education act (VEA). The Alliance shares with the Committee its sense of urgency and openness in addressing the important issues facing the vocational education system in the 1980's. We applaud the Committee for its recognition of the important role vocational education can play in responding to the critical economic and employment problems that face this country.

The National Alliance of Business is an organization of business people who have nearly fifteen years of experience helping poor, unemployed youth and adults obtain productive jobs in business and industry. Each Administration since NAB's founding has turned to the Alliance to continue its lead in developing and maintaining the business community commitment to resolving the employment problems of the economically disadvantaged.

NAB's focus on breaking the bonds of poverty by building working partnerships between government, business, labor, education and community groups to create training and job opportunities for the needy remains unchanged since 1968.

During the past 18 months, NAB worked closely with the other major national business organizations -- the Business Roundtable, the Chamber of Commerce of the United States, the Committee for Economic Development and the National Association of Manufacturers -- to represent the business perspective in the authorization of the Job Training Partnership Act. The coalition is known as the Business Working Group on Human Resources and is continuing to work together to provide a unified business voice on other employment related matters including the reauthorization of vocational education. Many comments in this statement represent the initial thinking of the Business Working Group on this issue and ongoing discussions with the American Vocational Education Association.

The Need for a Revitalization of the Vocational Education System

The need for effective and responsive vocational education programs is perhaps greater today than at any other time. Many of the witnesses before this subcommittee have already described in detail the forces facing the employer community in the United States today: increased foreign competition, rapid technological and economic change, the need for modernization of our industrial facilities and skill shortages in growth occupations. NAB is particularly aware of the implications of these changes for individuals in the work force. We have just held a national conference on the displaced worker in today's economy. The magnitude of the displaced worker phenomenon has increased significantly in the past two years as industries have declined or modernized which resulted in a reduced demand for workers with certain kinds of manual skills. Many individuals who have lost their jobs and who have been accustomed to relatively high wages and job security now have few comparable employment opportunities: In some cases this has caused skilled blue collar workers to compete with the disadvantaged and youth for scarce job openings causing new barriers to entry into the labor force by the structurally unemployed. Displacement then has created hardship in a new population which never expected it. At the same time, displacement has exacerbated the employment problems of the disadvantaged.

As the pre-eminent deliverer of mainstream occupational training in this country, the vocational education system has a unique responsibility and opportunity to respond to the education and training needs of three groups: the mainstream student, the disadvantaged and the displaced. To do so, the system must organize itself so that it is in a position to provide for the hiring needs of the employer community and for the job preparation requirements of the student population. Because employer needs are always changing, flexibility and close cooperation with employers must be the hallmarks of vocational education. The system must also be able to react quickly to demand and change, and to produce graduates able to do the same. Today we know that many of us will have to be trained several times in our worklife to maintain and advance in our jobs. Vocational education must teach its students of the continual need for change and then be in a position to help provide the necessary training to cope with change. Investments that are made in building close ties to employers and students will never be wasted. Ultimately, these ties will build the foundation of strong support for the vocational education system and the opportunities that it provides.

Recommendations

The reauthorization of the federal vocational education act (to expire September 30, 1984) provides the Congress, the Administration, educators and other interested parties the opportunity to reevaluate an appropriate federal role in the state and locally run vocational education system.

We share the concern of others that the federal interest in vocational education must be more clearly defined. In an era of reduced federal resources it is difficult to justify $700-800 million per year unless it is directed towards substantial structural and programmatic improvements that will make the voc ed system more adaptable to technological and economic changes and to strengthening education ties with the business community at the state and local levels. Federal funds are currently dispersed for so many purposes that there is little return on any particular investment.

The Alliance is still working with other national business organizations and the American Vocational Association to develop specific policy recommendations for reauthorization. However, we offer the following comments as reflecting our initial thinking on the future of any vocational education legislation:

1. Provide A Stronger Role for Business in Vocational Education Decision Making

   Francis Tuttle, Director of the Oklahoma State Department of Vocational and Technical Education, recently testified before the House Subcommittee on Investigations and Oversight. We cannot support and emphasize enough his statement there -- the measure of training is the competitiveness of its completers in the labor market -- since real opportunity always lies in being able to get a job. For this reason, it is essential to the vocational education system and its graduates that the entire system be founded on a close working relationship between the leadership of the employer and vocational education communities and the instructors and those who employ their graduates.

The pace of change in technology and the world market requires a closer working relationship than we may have had before. As Mr. Tuttle said in his testimony, education can no longer be playing catch-up. It must be on the cutting edge of change in the work place. This can only happen if there is constant close communication and cooperation between business and education decisionmakers and between business and education practitioners.

Just as education must seek out employers in their decision making, employers must come forward and be willing to make a commitment to working with educators. It is not enough for the business community to stand back, criticize and hope for change.

Employers must be involved in the planning, curriculum development, and updating of instructors. Many may be in an ideal position to provide training time on their equipment and instruction from their experts. We need a joint effort in a systematic arrangement for such cooperation and partnership. Specifically, the committee should consider the following changes to the current system.

- Require any state and local vocational education advisory councils to have a majority business representation.
- Require the input of local Private Industry Councils through out the development of the local voc ed plan.

- Set aside a portion of the federal grant to be matched by state and local funds and an equal contribution from employers. Eligibility for federal funds should require a joint plan developed by the local education agency and the contributing employers.

2. Limit use of federal funds to efforts to upgrade program quality and increase accessibility to programs in geographical areas of greatest need.

Despite the numerous set asides and the categorical nature of the current federal grant to vocational education, there is evidence that most funds are used to supplement state and local appropriations for ongoing vocational education programs. Nor is expenditure of federal funds closely related to the economic need of school districts. We agree with the Chamber of Commerce of the United States' statement that the employer community is unlikely to support federal funds to simply continue the status quo. Rather, federal funding should be directed specifically to achieving greater effectiveness for vocational education. Appropriate uses could include:

- Upgrading current vocational education program including curricula, staff and equipment to ensure that these programs are consistent with current technology and practices in the workplace and that student achievement meet certifiable standards.
- Assisting special population groups to take advantage of vocational education opportunities and making remedial education available as necessary.
- Increasing the availability of appropriate math, science, and computer learning courses to vocational education students

- **Building a capacity to train and retrain workers who have become unemployed, or who are threatened with unemployment in new skills for which there is demand.**

Consideration should be given to how federal funds can be distributed through a formula based on disadvantaged and unemployed populations.

3. **Minimize unnecessary planning, administrative reporting, and complicance requirements imposed from the federal and state levels.**

The highly prescriptive 1976 planning amendments limit local discretion in matters relating to program design and resource allocation. The amendments resulted in increased and complicated reporting requirements and accounting procedures due to numerous funding set-asides. Furthermore, the federal funds are then dissipated in supporting the administrative structure needed to implement the mandated set-aside. If federal funds are better targeted to areas of economic need and limited to appropriate uses, there is little reason to continue the prescriptive nature of current vocational education legislation. The committee should consider:

- **Reducing or eliminating set-asides that require funds to be spent on particular client groups or specific functions with the possible exception of the handicapped (due to the high cost of training these individuals).**

- Focusing planning and reporting requirements on results achieved rather than process.
- Stating federal program objectives broadly to allow maximum discretion in constructing a pattern of programs and activities which meets the particular needs of the state and its localities.

4. Continue the direction JTPA established for coordinating with other state employment and training systems.

Job training for the disadvantaged, vocational education, economic development and labor exchange services all address barriers to employment or reemployment but frequently have operated independently of one another. Fragmented decision making wastes precious resources, causes duplication and prevents a comprehensive approach to employment related problems. All systems must consistently work together if we expect to be successful in training and placing young people, the disadvantaged, and adults needing retraining in jobs.

The Committee should consider building into the law requirements or incentives for coordination and encouraging consolidation of governing bodies where feasible.

We appreciate the opportunity to submit comments to this Subcommittee and we look forward to working with you in the future on this very important issue.

Senator STAFFORD. This hearing is adjourned.

[Whereupon, at 11:40 a.m., the subcommittee was adjourned to reconvene on Wednesday, March 2, 1983.].

OVERSIGHT OF VOCATIONAL EDUCATION, 1983

WEDNESDAY, MARCH 2, 1983

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:07 p.m., in room 430, Dirksen Senate Office Building, Senator Robert T. Stafford (chairman of the subcommittee) presiding.

Present: Senators Stafford, Quayle, and Pell.

OPENING STATEMENT OF SENATOR STAFFORD

Senator **STAFFORD**. The Subcommittee on Education, Arts, and Humanities will please come to order.

I am happy to welcome before the subcommittee all of our guests this morning in the hearing room and the panelists who will help us in our deliberations on vocational education.

The Subcommittee on Education, Arts, and Humanities today, as part of its continuing investigation of the Vocational Education Act, will review those provisions of the act which affect the governance of vocational education. Thus, representatives of different governmental units and educational institutions have been invited to testify and present their perspectives.

On behalf of the subcommittee, let me welcome our witnesses here before us.

Unlike many educational laws, the Vocational Education Act cuts across many boundaries. It provides services to regular, secondary schools, comprehensive high schools, area vocational centers, and numerous postsecondary institutions. Furthermore, the law seeks to encourage the involvement of the community at large and the private business sector in insuring the success of its programs.

Yet, despite the diversity of settings in which vocational education is carried out, the existing law stipulates that States designate a sole State agency in which to lodge jurisdiction over vocational education.

The subcommittee already has heard several recommendations regarding the governance provisions of the act. Some of our witnesses have stated publicly their support for the maintenance of the current sole State agency arrangement; or, in other words, the status quo.

One witness, in counterpoint to that view, has strongly recommended that any new vocational act eliminate reliance on any one agency to have jurisdiction over vocational services.

Those who represented the business community before the subcommittee almost unanimously agreed that business, as the consumer of the vocational education product, should have a larger voice in the development of vocational policy.

Undoubtedly, this morning's witnesses will add still more observations for the subcommittee's consideration.

The governance issue is a hotly debated question, but it's a subject which should not be avoided. Governance, in itself, may not explicitly determine the success or failure of individual vocational programs, but the decisions made by the responsible government entity decidedly shape the conduct of vocational education in a State.

Therefore, the subcommittee must ask several questions about the vocational enterprise and inquire whether the governance framework has affected outcomes positively or negatively.

For instance, research indicates that Federal vocational spending becomes little more than general aid in far too many States. It is incumbent upon us to ask how the decisions of the governing bodies in those States cause this to happen?

In addition, more and more evidence has established that disadvantaged rural and urban youth are significantly underserved by vocational education, despite the thrust in the Federal law in favor of underserved and disadvantaged areas. Has governance been a factor in this result?

Finally, testimony has been and will be presented urging that the set-aside for postsecondary vocational education be increased significantly. So it's only fair to ask, should postsecondary institutions, the likely recipients of those funds, be frozen out of the decisionmaking process in those States which have designated the elementary and secondary education board as the sole State agency responsible for vocational education?

At this time we will receive for the record a letter and an opening statement by Senator Dodd.

[The information referred to follows:]

U.S. SENATE,
Washington, D.C., March 3, 1983.

Hon. ROBERT T. STAFFORD,
Chairman, Subcommittee on Education, Arts, and Humanities, Committee on Labor and Human Resources, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am sorry I was unable to attend the hearings on the reauthorization of the Vocational Education Act on March 2nd and 3rd.

I appreciate your willingness to include an opening statement by me in the record of the hearings. I am enclosing a copy of my statement.

In addition, I am enclosing some questions for the witnesses. I would appreciate your forwarding these questions to the witnesses for answers.

Thank you again for your consideration and assistance.

Sincerely,

CHRISTOPHER J. DODD,
U.S. Senator.

OPENING STATEMENT OF SENATOR DODD

Senator DODD. Mr. Chairman, I commend you for the excellent job you have done in chairing these important reauthorization hearings on vocational education. I welcome the opportunity, as a member of this subcommittee, to participate in these proceedings.

The first vocational education act, the Smith-Hughes Act, was enacted into law in 1917. This was the first federal education assistance act. Originally these programs were designed to upgrade skills in such areas as home economics, agriculture, small business trades and industrial arts. Funds for vocational education programs were provided for secondary school only.

Today, however, colleges and universities, particularly technical and community colleges, have developed programs that would provide technical support to scientists and engineers, as well as other professionals.

Clearly, the role and importance of vocational education have increased dramatically. The Nation's business and industrial firms, armed forces, and health care institutions often rely on individuals who have received training in vocational education programs.

Although there is no question that vocational education programs historically have been successful, there are a number of issues which need to be addressed prior to the reauthorization of the Vocational Education Act. I look forward to joining you in evaluating such matters as jurisdiction over vocational education funds, the disproportionate representation of disadvantaged individuals in vocational education programs, and the cooperative efforts between local business leaders and vocational education leaders to design courses that would ensure job security for graduates.

Senator **Stafford**. With this said, the Chair looks forward to hearing the views of today's witnesses. They represent constituencies central to the question at hand, and their recommendations will be, I assure you, considered seriously.

The first panel will consist of Representative Wilhelmina Delco, who, I believe, chairs the Higher Education Committee, Texas House of Representatives.

Am I correct in that?

Ms. **Delco**. Yes.

Senator **Stafford**. Ms. Joanne Goldsmith, who is president of the Maryland State Board of Education, Annapolis, Md. My father once had that responsibility in the State of Vermont, which I have the privilege of representing here.

Dr. Franklin B. Walter, superintendent of public instruction, State of Ohio, in Columbus, Ohio. Doctor, you arrived, like the Marines, at the last minute; we were waiting for you to get here. We understood you left on time but your plane might have been delayed a little en route.

Dr. John T. Casteen III, the secretary of education, Commonwealth of Virginia, Richmond, Va. We welcome you, Doctor. The Chair is making no effort to determine seniority here or protocol; so if you ladies and gentlemen wish, we'll leave it to you to determine who goes first.

STATEMENTS OF REPRESENTATIVE WILHELMINA DELCO, CHAIRPERSON, HIGHER EDUCATION COMMITTEE, TEXAS HOUSE OF REPRESENTATIVES, AUSTIN, TEX.; JOANNE GOLDSMITH, PRESIDENT, MARYLAND STATE BOARD OF EDUCATION, ANNAPOLIS, MD.; DR. FRANKLIN B. WALTER, SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF OHIO, COLUMBIA, OHIO; AND JOHN T. CASTEEN III, SECRETARY OF EDUCATION, COMMONWEALTH OF VIRGINIA, RICHMOND, VA.; A PANEL

Ms. DELCO. Yes, thank you very much.

Good morning, Mr. Chairman. I am Wilhelmina Delco of Austin, Tex., a member of the Texas House of Representatives, where I chair the Committee on Higher Education; and I also serve as chairwoman of the committee on education and job training for the National Conference of State Legislatures.

I am pleased to present this testimony to you on behalf of the 7,500 State legislators and their staffs who comprise the membership of the National Conference of State Legislators. We are proud to speak as the official national organization serving the interests of the legislatures of the 50 States and those of our American territories and commonwealths.

The policy positions I present here today represent a broad consensus of State legislators. They were originated by our committee on education and job training before being passed by unanimous consent by both our policy recommending State-Federal assembly and our general members in the annual meeting.

Mr. Chairman, I think our positions reflect a view that vocational education as it has evolved has served us generally well; but it needs to continue that evolutionary process to meet the expanding vocational challenges of the times. Those challenges today are greater than ever, compounded by an ongoing, rapid advancement in technology that is revolutionizing the workplace and the very nature of work itself. As public officials, we owe it to the American public to see that our institutions adjust to meet these revolutionary challenges.

General policy regarding issues of vocational education and preparation of the work force:

As State legislators, we see vocational education as serving two vitally important functions:

First, helping to prepare young people for careers, and especially helping to equalize opportunities for all population groups, including minorities, the disadvantaged, the handicapped, and women; and

Second, assisting business and industry to deal with the problems of high unemployment, inflation, low productivity, and outdated worker skills.

To accomplish these functions, NCSL supports the continuation of a Federal-State-local partnership in funding vocational education programs.

The States' role has grown considerably over the years to the point where they now are providing some $11 for every $1 provided for vocational education by the Federal Government. Perhaps that is as it should be, as the States have the primary constitutional responsibility for education in our country.

But the Federal Government also has an essential role in helping the States by providing resources to assure that the highest quality education is available for all of our people as a national interest for defense as well as for our social and economic well-being.

To fulfill that Federal role in vocational education, it is the position of NCSL that the Vocational Education Act should be revised in the reauthorization process to emphasize access and economic development. We see these as having overriding national importance because, as a nation, we are faced with a growing shortage of skilled labor, disproportionately high unemployment levels among disadvantaged, especially minority youth, and a large body of dislocated workers. To deal with these great problems, NCSL offers the following policy considerations and recommendations:

First, the shortage of skilled labor, which is projected for the middle and late 1980's, will have a continuing negative impact upon American industrial growth and, unless addressed, may weaken the entire national social and economic structure. The changing nature of work in America demands a national effort, in partnership with the States, toward the systematic commitment to the preparation of the Nation's work force. Such a joint commitment should be accomplished with the full coordination of the employment and training and education systems, including vocational education.

Second, the education and training needs of working and unemployed poor people—especially youth—must be addressed with a concentrated effort. Exceedingly high unemployment among the Nation's economically disadvantaged and minority youth, and the unique problems they face, must be attacked by a coordinated National, State, and local effort utilizing the resources of both the public and private sectors. Such a joint effort must be highly coordinative and innovative with career and not just job placement the end goal for the individual.

Third, the state of the national economy and American industry has created a wasteful growing pool of displaced workers who require job retraining so they can again be contributing members of our society. Working closely with those States most affected, national resources should provide incentives for the private sector, together with the education and employment and training systems to utilize and build upon the skills already available in these workers for the purposes of retraining and job placement.

As a partner with the National Government, the States can and are doing much to help alleviate these problems. But national economic difficulties of the last few years have drained the ability of the States to even maintain, much less expand their efforts in these areas. The revival of federalism offers the promise of a more flexible partnership between the States and the National Government—a partnership built on block grants to the States and the promise of cost savings due to administrative simplification.

Unfortunately, that promise is being seriously eroded by a lack of true flexibility, as well as significantly lower funding levels that go far beyond any administrative cost savings realized, while the costs of supporting worthwhile programs continues to rise.

Although State legislators are generally supportive of more flexible Federal block grants to the State, we find such grants tend to lose much of their appeal if the Federal funding support behind them is seriously reduced. Therefore, whatever the future funding mode for vocational education, the States simply will be unable to meet Federal expectations if they are not accompanied by adequate Federal funding. There is no extra money out there any more.

Recommendations for the future structure of vocational education in the States:

While we continue to be mindful of the important role the liberal arts play in the educational preparation of future generations of citizens, the increasing cost of education forces State legislators to expect greater preparation for the workplace as a result of a student's educational experience. Consequently, we see vocational education as potentially serving an increasingly important function as part of the overall educational experience at both secondary and postsecondary school levels.

The times demand that vocational education should be linked more closely with the world of work. To accomplish this, structures for cooperative planning, training, placement, and evaluation must be developed among educators, trainers, and employers that emphasize product, not process.

Also, new VEA legislation must recognize the great differences that exist among the States, and allow broader flexibility to the States within the parameters of the law in the use of Federal funds to accomplish Federal purposes.

Federal policy must encourage innovation as well as coordination in vocational education programs.

To paraphrase the American Vocational Association, the new legislation should assistance to the States for the support of cooperative efforts with agencies and institutions of the States and the private sector to develop new programs, and to expand, improve, change, and update existing programs to meet the needs of our Nation's existing and future work force.

Currently, Federal legislation recognizes the primary responsibilities of the States and localities for education. However, as pointed out by the National Institute of Education in its 1980 vocational education study report, "The diversity of the vocational education enterprise results in part from differences in the organization and governance of the educational system among and within States."

Federal law requires each State to designate a single State board as responsible for vocational education, which may either administer the programs or delegate authority for their administration to other agencies.

The NEI report refers to an interesting 1977 study which identifies the different kinds of State boards and State agencies and classifies them on the basis of their interrelationships and educational levels, that is, secondary, postsecondary, and adult.

One type of organization has an independently constituted State board which does not exercise direct authority over the local agencies that operate the programs. The implementation of policies is the responsibility of one or more State education agencies. This is the case in the State of Washington, where the operation of programs is the responsibility of the State department of education and the State board of community colleges.

A second type has an independently constituted State board which exercises authority over the State agencies that operate programs. Colorado and Kentucky are examples of this form of organization.

A third type has an independently constitute State board which also serves as the agency responsible for secondary and/or postsecondary vocational education, as in Wisconsin, where the board of vocational, technical, and adult education as a State agency, operates postsecondary and adult programs and delegates secondary programs to the department of public instruction.

In the fourth and most common type, the responsibilities of the State board are assumed by an existing board with direct authority over one or more State agencies responsible for vocational education. In 1977 this was the case in 46 States and territories. In 17 of these, an existing board was responsible only for vocational education at the secondary education level, as in Delaware and Massachusetts, In 29, an existing board was responsible for both secondary and postsecondary vocational education, as in Idaho and Michigan.

The variations in the relationship between State boards and operating agencies are many. The difficulty of classifying the different relationships is illustrated by Florida, where the State board of education has authority for all public education. The commissioner of education is a member of the State board and administers the department of education.

In eight States a single State agency is responsible for all of the vocational education enterprise. In some States three State agencies are responsible for different categories of eligible recipients of VEA funds:

In North Dakota, three agencies are responsible for the vocational programs offered in different kinds of secondary and postsecondary schools. In this State, however, the agencies report to three different boards: the State board of education, the State board of vocational education—the designated single State board—and the State board for higher education.

In Iowa, by contrast, a single State agency which reports to the State board of education—which is also the designated State board—is responsible for all vocational education programs. These differences in formal structure and organization carry with them differences in the breadth and extent of authority located in the sole State agency—the State board—qualified to apply for and receive Federal funds.

I have to take a deep pause here, because it's almost too complicated for us to understand.

What this point out is a need for a much improved system of coordination, made all the more important by the implementation of the Job Training Partnership Act.

We commend the Congress and the administration for recognizing after much consideration the value of a full State partnership in the implementation of a major Federal program—the Job Training Partnership Act. While this has been the case in varying degrees over the years, recognition of the State as a major driving force in a coordinated effort with local authorities and the Federal Government is a positive step toward enhancing the State's abilities to assume a large partnership role in the planning, policy development and coordination of State and local education and training functions toward a common end.

This growing capability affects both the executive and legislative branches of State government. Calling upon State legislatures to assume responsibilities for policy development and oversight of Federal programs as they are accustomed by law and practice to assuming for State programs, further enhances their ability to serve both State and national interests for the benefit of all. Such an assumption of responsibility also serves the process of checks and balances so important to our constitutional form of government.

What this all points to is a need to find a way in the new vocational education legislation to allow the States to determine the manner in which they will govern and coordinate vocational education and all workplace preparation activities that most suite their needs, as well as national interests. To accomplish this, NCSL recommends that the new legislation: One, eliminate the requirement for a sole State board or agency for vocational education as currently defined; two, eliminate special set-aside funding; three, establish clearly that the new goals will be to expand, improve and update vocational education, with an emphasis on access, equity, and economic development; and that the States will have broad flexibility in the means by which they meet these goals; and four, establish that each State shall have a State coordinating body which will be responsible for all State level functions associated with vocational education and workplace preparation, including the Job Training Partnership Act.

The composition of the appropriate coordinating body, as well as the means for obtaining members and the responsibilities, function and staffing of the board, the coordinating body, would all be defined by State law, with due consideration for equal educational and employment opportunity. This would insure the broadest public-private coordination for education, job training, retraining, and economic development planning and implementation.

We are at a crossroads point in our history as a nation. We must look to new ways of meeting the challenge of industrial-technological change that best serves the people of our Nation.

The time is right for reevaluating old ways and establishing new, more effective ways of preparing our American work force so that it can better serve the social and economic interests of the States and the Nation.

I hope you will find our recommendations helpful toward that end. And I thank you for your time and your attention and the opportunity to make this presentation.

[The prepared statement of Ms. Delco follows:]

STATEMENT OF REPRESENTATIVE WILHELMINA DELCO OF TEXAS, CHAIRWOMAN, COMMITTEE ON EDUCATION AND JOB TRAINING, NATIONAL CONFERENCE OF STATE LEGISLATURES

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE, I AM WILHELMINA DELCO OF AUSTIN, TEXAS, A MEMBER OF THE TEXAS HOUSE OF REPRESENTATIVES WHERE I CHAIR THE COMMITTEE ON HIGHER EDUCATION, AND CHAIRWOMAN OF THE COMMITTEE ON EDUCATION AND JOB TRAINING OF THE NATIONAL CONFERENCE OF STATE LEGISLATURES. I AM PLEASED TO PRESENT THIS TESTIMONY TO YOU ON BEHALF OF THE 7,500 STATE LEGISLATORS AND THEIR STAFFS WHO COMPRISE THE MEMBERSHIP OF NCSL. WE ARE PROUD TO SPEAK AS THE OFFICIAL NATIONAL ORGANIZATION SERVING THE INTERESTS OF THE LEGISLATURES OF THE 50 STATES AND THOSE OF OUR AMERICAN TERRITORIES AND COMMONWEALTHS.

THE POLICY POSITIONS I PRESENT HERE TODAY REPRESENT A BROAD CONSENSUS OF STATE LEGISLATORS. THEY WERE ORIGINATED BY OUR COMMITTEE ON EDUCATION AND JOB TRAINING BEFORE BEING PASSED BY UNANIMOUS CONSENT BY BOTH OUR POLICY RECOMMENDING STATE-FEDERAL ASSEMBLY AND OUR GENERAL MEMBERSHIP IN ANNUAL MEETING.

MR. CHAIRMAN, I THINK OUR POSITIONS REFLECT A VIEW THAT VOCATIONAL EDUCATION AS IT HAS EVOLVED HAS SERVED US GENERALLY WELL, BUT IT NEEDS TO CONTINUE THAT EVOLUTIONARY PROCESS TO MEET THE EXPANDING OCCUPATIONAL CHALLENGES OF THE TIMES. THOSE CHALLENGES TODAY ARE GREATER THAN EVER-- COMPOUNDED BY AN ON-GOING RAPID ADVANCEMENT IN TECHNOLOGY THAT IS REVOLUTIONIZING THE WORKPLACE AND THE VERY NATURE OF WORK ITSELF. AS PUBLIC OFFICIALS, WE OWE IT TO THE AMERICAN PUBLIC TO SEE THAT OUR INSTITUTIONS ADJUST TO MEET THESE REVOLUTIONARY CHALLENGES.

1. GENERAL POLICY ISSUES REGARDING VOCATIONAL EDUCATION AND PREPARATION OF THE WORKFORCE.

As STATE LEGISLATORS, WE SEE VOCATIONAL EDUCATION AS SERVING TWO VITALLY IMPORTANT FUNCTIONS: (1) HELPING TO PREPARE YOUNG PEOPLE FOR CAREERS, AND ESPECIALLY HELPING TO EQUALIZE OPPORTUNITIES FOR ALL POPULATION GROUPS, INCLUDING MINORITIES, THE DISADVANTAGED, THE HANDICAPPED AND WOMEN, AND (2) ASSISTING BUSINESS AND INDUSTRY TO DEAL WITH THE PROBLEMS OF HIGH UNEMPLOYMENT, INFLATION, LOW PRODUCTIVITY, AND OUTDATED WORKER SKILLS.

To ACCOMPLISH THESE FUNCTIONS, NCSL SUPPORTS THE CONTINUATION OF A FEDERAL-STATE-LOCAL PARTNERSHIP IN FUNDING VOCATIONAL EDUCATION PROGRAMS. THE STATES' ROLE HAS GROWN CONSIDERABLY OVER THE YEARS TO THE POINT WHERE THEY NOW ARE PROVIDING SOME ELEVEN DOLLARS FOR EVERY ONE DOLLAR PROVIDED FOR VOCATIONAL EDUCATION BY THE FEDERAL GOVERNMENT. PERHAPS THAT IS AS IT SHOULD BE, AS THE STATES HAVE THE PRIMARY CONSTITUTIONAL RESPONSIBILITY FOR EDUCATION IN OUR COUNTRY. BUT THE FEDERAL GOVERNMENT ALSO HAS AN ESSENTIAL ROLE IN HELPING THE STATES BY PROVIDING RESOURCES TO ASSURE THAT THE HIGHEST QUALITY EDUCATION IS AVAILABLE FOR ALL OUR PEOPLE AS A NATIONAL INTEREST FOR OUR DEFENSE AS WELL AS FOR OUR SOCIAL AND ECONOMIC WELL-BEING.

To FULFILL THAT FEDERAL ROLE IN VOCATIONAL EDUCATION, IT IS THE POSITION OF NCSL THAT THE VOCATIONAL EDUCATION ACT (VEA) SHOULD BE REVISED IN THE REAUTHORIZATION PROCESS TO EMPHASIZE ACCESS AND ECONOMIC DEVELOPMENT. WE SEE THESE AS HAVING OVERRIDING NATIONAL IMPORTANCE BECAUSE, AS A NATION, WE ARE FACED WITH A GROWING SHORTAGE OF SKILLED

LABOR, DISPROPORTIONATELY HIGH UNEMPLOYMENT LEVELS AMONG DISADVANTAGED, ESPECIALLY MINORITY YOUTH, AND A LARGE BODY OF DISLOCATED WORKERS. TO DEAL WITH THESE GREAT PROBLEMS, NCSL OFFERS THE FOLLOWING POLICY CONSIDERATIONS AND RECOMMENDATIONS:

1. THE SHORTAGE OF SKILLED LABOR, WHICH IS PROJECTED FOR THE MIDDLE AND LATE 1980'S, WILL HAVE A CONTINUING NEGATIVE IMPACT UPON AMERICAN INDUSTRIAL GROWTH AND, UNLESS ADDRESSED, MAY WEAKEN THE ENTIRE NATIONAL SOCIAL AND ECONOMIC STRUCTURE. THE CHANGING NATURE OF WORK IN AMERICA DEMANDS A NATIONAL EFFORT--IN PARTNERSHIP WITH THE STATES--TOWARD A SYSTEMMATIC COMMITMENT TO THE PREPARATION OF THE NATION'S WORKFORCE. SUCH A JOINT COMMITMENT SHOULD BE ACCOMPLISHED WITH THE FULL COORDINATION OF THE EMPLOYMENT AND TRAINING AND EDUCATION SYSTEMS, INCLUDING VOCATIONAL EDUCATION.

2. THE EDUCATION AND TRAINING NEEDS OF WORKING AND UNEMPLOYED POOR PEOPLE--ESPECIALLY YOUTH--MUST BE ADDRESSED WITH A CONCENTRATED EFFORT. EXCEEDINGLY HIGH UNEMPLOYMENT AMONG THE NATION'S ECONOMICALLY DISADVANTAGED AND MINORITY YOUTH, AND THE UNIQUE PROBLEMS THEY FACE, MUST BE ATTACKED BY A COORDINATED NATIONAL, STATE, AND LOCAL EFFORT UTILIZING THE RESOURCES OF BOTH THE PUBLIC AND PRIVATE SECTORS. SUCH A JOINT EFFORT MUST BE HIGHLY COORDINATIVE AND INNOVATIVE WITH "CAREER" NOT JUST JOB PLACEMENT THE END GOAL FOR THE INDIVIDUAL.

3. THE CHANGEABLE STATE OF THE NATIONAL ECONOMY AND AMERICAN INDUSTRY

HAS CREATED A WASTEFUL GROWING POOL OF DISPLACED WORKERS WHO REQUIRE JOB RETRAINING SO THEY AGAIN CAN BE CONTRIBUTING MEMBERS OF OUR SOCIETY. WORKING CLOSELY WITH THOSE STATES MOST AFFECTED, NATIONAL RESOURCES SHOULD PROVIDE INCENTIVES FOR THE PRIVATE SECTOR, TOGETHER WITH THE EDUCATION AND EMPLOYMENT AND TRAINING SYSTEMS TO UTILIZE AND BUILD UPON THE SKILLS ALREADY AVAILABLE IN THESE WORKERS FOR THE PURPOSES OF RETRAINING AND JOB PLACEMENT.

AS A PARTNER WITH THE NATIONAL GOVERNMENT, THE STATES CAN AND ARE DOING MUCH TO HELP ALLEVIATE THESE PROBLEMS. BUT NATIONAL ECONOMIC DIFFICULTIES OF THE LAST FEW YEARS HAVE DRAINED THE ABILITY OF THE STATES TO EVEN MAINTAIN, MUCH LESS EXPAND, THEIR EFFORTS IN THESE AREAS. THE REVIVAL OF FEDERALISM OFFERS THE PROMISE OF A MORE FLEXIBLE PARTNERSHIP BETWEEN THE STATES AND THE NATIONAL GOVERNMENT--A PARTNERSHIP BUILT ON BLOCK GRANTS TO THE STATES AND THE PROMISE OF COST SAVINGS DUE TO ADMINISTRATIVE SIMPLIFICATION. UNFORTUNATELY, THAT PROMISE IS BEING SERIOUSLY ERODED BY A LACK OF TRUE FLEXIBILITY, AS WELL AS SIGNIFICANTLY LOWER FUNDING LEVELS THAT GO FAR BEYOND ANY ADMINISTRTIVE COST SAVING REALIZED, WHILE THE COST OF SUPPORTING WORTHWHILE PROGRAMS CONTINUES TO RISE. ALTHOUGH STATE LEGISLATORS ARE GENERALLY SUPPORTIVE OF MORE FLEXIBLE FEDERAL BLOCK GRANTS TO THE STATES, WE FIND SUCH GRANTS TEND TO LOSE MUCH OF THEIR APPEAL IF THE FEDERAL FUNDING SUPPORT BEHIND THEM IS SERIOUSLY REDUCED. THEREFORE, WHATEVER THE FUTURE FUNDING MODE FOR VOCATIONAL EDUCATION, THE STATES SIMPLY WILL BE UNABLE TO MEET FEDERAL EXPECTATIONS IF THEY ARE NOT ACCOMPANIED BY ADEQUATE FEDERAL FUNDING. THERE IS NO EXTRA MONEY OUT THERE ANY MORE.

2. RECOMMENDATIONS FOR THE FUTURE STRUCTURE OF VOCATIONAL EDUCATION IN THE STATES.

WHILE WE CONTINUE TO BE MINDFUL OF THE IMPORTANT ROLE THE LIBERAL ARTS PLAY IN THE EDUCATIONAL PREPARATION OF FUTURE GENERATIONS OF CITIZENS, THE INCREASING COST OF EDUCATION FORCES STATE LEGISLATORS TO EXPECT GREATER PREPARATION FOR THE WORKPLACE AS A RESULT OF A STUDENT'S EDUCATIONAL EXPERIENCE. CONSEQUENTLY, WE SEE VOCATIONAL EDUCATION AS POTENTIALLY SERVING AN INCREASINGLY IMPORTANT FUNCTION AS PART OF THE OVERALL EDUCATIONAL EXPERIENCE AT BOTH SECONDARY AND POSTSECONDARY SCHOOL LEVELS.

THE TIMES DEMAND THAT VOCATIONAL EDUCATION SHOULD BE LINKED MORE CLOSELY WITH THE WORLD OF WORK. TO ACCOMPLISH THIS, STRUCTURES FOR COOPERATIVE PLANNING, TRAINING, PLACEMENT, AND EVALUATION MUST BE DEVELOPED AMONG EDUCATORS, TRAINERS, AND EMPLOYERS THAT EMPHASIZE PRODUCT, NOT PROCESS. ALSO, NEW VEA LEGISLATION MUST RECOGNIZE THE GREAT DIFFERENCES THAT EXIST AMONG THE STATES, AND ALLOW BROADER FLEXIBILITY TO THE STATES, WITHIN THE PARAMETERS OF THE LAW, IN THE USE OF FEDERAL FUNDS TO ACCOMPLISH FEDERAL PURPOSES. FEDERAL POLICY MUST ENCOURAGE INNOVATION AS WELL AS COORDINATION IN VOCATIONAL EDUCATION PROGRAMS. TO PARAPHRASE THE AMERICAN VOCATIONAL ASSOCIATION, THE NEW LEGISLATION SHOULD STRESS ASSISTANCE TO THE STATES FOR THE SUPPORT OF COOPERATIVE EFFORTS WITH AGENCIES AND INSTITUTIONS OF THE STATES AND THE PRIVATE SECTOR TO DEVELOP NEW PROGRAMS, AND TO EXPAND, IMPROVE, CHANGE, AND UPDATE EXISTING PROGRAMS TO MEET THE NEEDS OF OUR NATION'S EXISTING AND FUTURE WORKFORCE.

CURRENTLY, FEDERAL LEGISLATION RECOGNIZES THE PRIMARY RESPONSIBILITIES OF THE STATES AND LOCALITIES FOR EDUCATION. HOWEVER, AS POINTED OUT BY THE

National Institute of Education (NIE) in its 1980 Vocational Education Study report, "the diversity of the vocational education enterprise results in part from differences in the organization and governance of the educational system among and within states." Federal law requires each state to designate a single state board as responsible for vocational education, which may either administer the programs or delegate authority for their administration to other agencies.

The NIE report refers to an interesting 1977 study which identifies the different kinds of State boards and State agencies and classifies them on the basis of their interrelationships and educational levels--i.e., secondary, postsecondary, and adult. "One type of organization has an independently constituted State board which does not exercise direct authority over the local agencies that operate programs. The implementation of policies is the responsibility of one or more State education agencies. This is the case in the State of Washington, where the operation of programs is the responsibility of the State Department of Education and the State Board of Community Colleges. A second type has an independently constituted State board, which exercises authority over the State agencies that operate programs. Colorado and Kentucky are examples of this form of organization. A third type has an independently constituted State board which also serves as the agencies responsible for secondary and/or postsecondary vocational education, as in Wisconsin, where the Board of Vocational, Technical, and Adult Education, as a State agency operates postsecondary and adult programs and delegates secondary programs to the Department of Public Instruction. In the fourth and most common type, the responsibilities of the State board are assumed by an existing board with

DIRECT AUTHORITY OVER ONE OR MORE STATE AGENCIES RESPONSIBLE FOR VOCATIONAL EDUCATION. IN 1977, THIS WAS THE CASE IN 46 STATES AND TERRITORIES. IN 17 OF THESE, AN EXISTING BOARD WAS RESPONSIBLE ONLY FOR VOCATIONAL EDUCATION AT THE SECONDARY EDUCATION LEVEL, AS IN DELAWARE AND MASSACHUSETTS. IN 29, AN EXISTING BOARD WAS RESPONSIBLE FOR BOTH SECONDARY AND POSTSECONDARY VOCATIONAL EDUCATION, AS IN IDAHO AND MICHIGAN.

"THE VARIATIONS IN THE RELATIONSHIP BETWEEN STATE BOARDS AND OPERATING AGENCIES ARE MANY. THE DIFFICULTY OF CLASSIFYING THE DIFFERENT RELATIONSHIPS IS ILLUSTRATED BY FLORIDA, WHERE THE STATE BOARD OF EDUCATION HAS AUTHORITY FOR ALL PUBLIC EDUCATION. THE COMMISSIONER OF EDUCATION IS A MEMBER OF THE STATE BOARD AND ADMINISTERS THE DEPARTMENT OF EDUCATION.

"IN EIGHT STATES A SINGLE STATE AGENCY IS RESPONSIBLE FOR ALL OF THE VOCATIONAL EDUCATION ENTERPRISE. IN SOME STATES, THREE STATE AGENCIES ARE RESPONSIBLE FOR DIFFERENT CATEGORIES OF ELIGIBLE RECIPIENTS OF VEA FUNDS. IN NORTH DAKOTA, THREE AGENCIES ARE RESPONSIBLE FOR THE VOCATIONAL PROGRAMS OFFERED IN DIFFERENT KINDS OF SECONDARY AND POSTSECONDARY SCHOOLS. IN THIS STATE, HOWEVER, THE AGENCIES REPORT TO THREE DIFFERENT BOARDS--THE STATE BOARD OF EDUCATION, THE STATE BOARD OF VOCATIONAL EDUCATION, (THE DESIGNATED SINGLE STATE BOARD), AND THE STATE BOARD FOR HIGHER EDUCATION. IN IOWA, BY CONTRAST, A SINGLE STATE AGENCY WHICH REPORTS TO THE STATE BOARD OF EDUCATION (WHICH IS ALSO THE DESIGNATED STATE BOARD), IS RESPONSIBLE FOR ALL VOCATIONAL EDUCATION PROGRAMS. THESE DIFFERENCES IN FORMAL STRUCTURE AND ORGANIZATION CARRY WITH THEM DIFFERENCES IN THE BREADTH AND EXTENT OF AUTHORITY LOCATED IN THE SOLE STATE AGENCY--THE STATE BOARD--QUALIFIED TO APPLY FOR AND RECEIVE FEDERAL FUNDS."

WHAT THIS POINTS OUT, WE THINK, IS A NEED FOR A MUCH IMPROVED SYSTEM OF COORDINATION, MADE ALL THE MORE IMPORTANT BY THE IMPLEMENTATION OF THE JOB TRAINING PARTNERSHIP ACT (JTPA).

WE COMMEND THE CONGRESS AND THE ADMINISTRATION FOR RECOGNIZING, AFTER MUCH CONSIDERATION, THE VALUE OF A FULL STATE PARTNERSHIP IN THE IMPLEMENTATION OF A MAJOR FEDERAL PROGRAM. WHILE THIS HAS BEEN THE CASE IN VARYING DEGREES OVER THE YEARS, RECOGNITION OF THE STATE AS A MAJOR DRIVING FORCE IN A COORDINATED EFFORT WITH LOCAL AUTHORITIES AND THE FEDERAL GOVERNMENT IS A POSITIVE STEP TOWARD ENHANCING THE STATES' ABILITIES TO ASSUME A LARGE PARTNERSHIP ROLE IN THE PLANNING, POLICY DEVELOPMENT AND COORDINATION OF STATE AND LOCAL EDUCATION AND TRAINING FUNCTIONS TOWARD A COMMON END.

THIS GROWING CAPABILITY AFFECTS BOTH THE EXECUTIVE AND LEGISLATIVE BRANCHES OF STATE GOVERNMENT. CALLING UPON STATE LEGISLATURES TO ASSUME RESPONSIBILITIES FOR POLICY DEVELOPMENT AND OVERSIGHT OF FEDERAL PROGRAMS AS THEY ARE ACCUSTOMED BY LAW AND PRACTICE TO ASSUMING FOR STATE PROGRAMS FURTHER ENHANCES THEIR ABILITY TO SERVE BOTH STATE AND NATIONAL INTERESTS FOR THE BENEFIT OF ALL. SUCH AN ASSUMPTION OF RESPONSIBILITY ALSO SERVES THE PROCESS OF CHECKS AND BALANCES SO IMPORTANT TO OUR CONSTITUTIONAL FORM OF GOVERNMENT.

WHAT THIS ALL POINTS TO IS A NEED TO FIND A WAY IN THE NEW VOCATIONAL EDUCATION LEGISLATION TO ALLOW THE STATES TO DETERMINE THE MANNER IN WHICH THEY WILL GOVERN AND COORDINATE VOCATIONAL EDUCATION AND ALL WORKPLACE PREPARATION ACTIVITIES THAT MOST SUITS THEIR NEEDS, AS WELL AS NATIONAL INTERESTS. TO ACCOMPLISH THIS, NCSL RECOMMENDS THAT THE NEW LEGISLATION:

(1) ELIMINATE THE REQUIREMENT FOR A SOLE STATE BOARD OR AGENCY FOR VOCATIONAL EDUCATION AS CURRENTLY DEFINED;

(2) ELIMINATE SPECIAL SET-ASIDE FUNDING;

(3) ESTABLISH CLEARLY THAT THE NEW GOALS WILL BE TO EXPAND, IMPROVE, AND UPDATE VOCATIONAL EDUCATION, WITH AN EMPHASIS ON ACCESS, EQUITY, AND ECONOMIC DEVELOPMENT, AND THAT THE STATES WILL HAVE BROAD FLEXIBILITY IN THE MEANS BY WHICH THEY MEET THESE GOALS, AND

(4) ESTABLISH THAT EACH STATE SHALL HAVE A STATE COORDINATING BODY WHICH WILL BE RESPONSIBLE FOR ALL STATE LEVEL FUNCTIONS ASSOCIATED WITH VOCATIONAL EDUCATION AND WORKPLACE PREPARATION, INCLUDING THE JOB TRAINING PARTNERSHIP ACT. THE COMPOSITION OF THE APPROPRIATE COORDINATING BODY, AS WELL AS THE MEANS FOR OBTAINING MEMBERSHIP, AND THE RESPONSIBILITIES, FUNCTIONS, AND STAFFING OF THE COORDINATING BODY WOULD ALL BE DEFINED BY STATE LAW, WITH DUE CONSIDERATION FOR EQUAL EDUCATIONAL AND EMPLOYMENT OPPORTUNITY. THIS WOULD ASSURE THE BROADEST PUBLIC-PRIVATE COORDINATION FOR EDUCATION, JOB TRAINING, RETRAINING, AND ECONOMIC DEVELOPMENT PLANNING AND IMPLEMENTATION.

WE ARE AT A CROSSROADS POINT IN OUR HISTORY AS A NATION. WE MUST LOOK TO NEW WAYS OF MEETING THE CHALLENGE OF INDUSTRIAL-TECHNOLOGICAL CHANGE THAT BEST SERVES THE PEOPLE OF OUR NATION. THE TIME IS RIGHT FOR REEVALUATING OLD WAYS AND ESTABLISHING NEW, MORE EFFECTIVE WAYS OF PREPARING OUR AMERICAN WORKFORCE SO THAT IT CAN BETTER SERVE THE SOCIAL AND ECONOMIC INTERESTS OF THE STATES AND THE NATION. I HOPE YOU WILL FIND OUR RECOMMENDATIONS HELPFUL TOWARD THAT END.

Senator **Stafford**. Thank you very much, Representative Delco, for your very good statement which we appreciate. We need all the help we can get on this subcommittee.

Want the record to show that Senator Pell, the ranking member of the committee, was here, and that he would like to stay longer except he's also the ranking member of the Committee on Foreign Relations. That committee is immersed in all kinds of international difficulties, so he feels it necessary to be there this morning.

Ms. Goldsmith, we would be very happy now to hear your statement.

The Chair would say that we have the full typed statements for all witnesses. In view of the time constraints which we suffer here—we never seem to have enough time—we would appreciate it if statements could be limited to not more than 10 minutes at the outside; and, if the statements are very long, please summarize rather than read.

I see your statement is rather short, at least the one I have, which always appeals to somebody from northern New England, in the Coolidge tradition.

So, the floor is yours.

Ms. **Goldsmith**. Thank you, Senator. I am very pleased to be here this morning, and I will try to make it a little shorter, since I am aware that you do have it in front of you.

I am, as you noted, president of the Maryland State Board of Education. This morning, however, I am testifying on behalf of the National Association of State Boards of Education. My name is Joanne Goldsmith, and I am president of that organization. We represent education policymaking bodies in nearly all the States, the District of Columbia and U.S. Trust Territories. In most of our States, our member boards are also responsible for vocational education.

You've already heard the Government structure laid out for you, so I won't do that.

I will go on to say the large Federal stake in this area is clear and indisputable. Traditionally, about half of the productivity of this Nation depends upon increases in our citizens' skills and knowledge. Our military and our defense industries depend upon more well trained individuals in order to provide for our national security.

Large numbers of unemployed workers drain our economy. Economic dislocations have produced structurally unemployed workers who must be provided with retraining opportunities wherever possible.

Both our quest for justice and our economic and social self-interest demand that we continue providing equal training opportunities to the disadvantages, to women, to the handicapped, and to students who have little or no command of English.

Vocational education is central to these interdependent concerns. Further, we believe that our success in moving into a high technology age will depend upon trained workers who can support those on the front line—scientists, engineers, and mathematicians.

Traditional vocational education areas such as machine tooling—where we face critical shortages of trained workers today for industry and defense—are increasingly being influenced by high technology developments. And, in fact, the bulk of new workers through this decade will be needed for jobs outside the high-tech and scientific areas.

One need only glance at the Bureau of Labor Statistics' projections of where the new jobs will be through the 1980's to see that the largest number of new workers will be secretaries. Next come nurses' aides and orderlies. In the top 20 projected job-producing areas, you will also find auto mechanics, blue-collar supervisors, and carpenters.

We refer you to table A, which is there.

Therefore, while we need large percentage increases in scientists and engineers, we have an equally pressing need to increase total numbers of workers in occupations that are in the province of vocational education. And these areas are themselves changing under the impact of new technologies.

It is essential, therefore, that we strengthen our vocational education system. We recognize that this is chiefly a State and local responsibility; and State and local governments have been meeting their obligations to the fullest extent possible. Indeed, they provide approximately 90 percent of the funds spent on vocational education.

In light of the large national stake and the large national benefits derived from this system, however, we do not think it unreasonable to suggest that the Federal Government increase its share of the funding burden to 20 percent. We consider that a fair division of fiscal responsibility: 80 percent State and local, 20 percent Federal.

We particularly urge this in light of the new responsibilities which we believe the vocational education system will have to bear. We have in mind, for example:

The need to provide new skills to workers whose jobs are being lost forever and whose dreams—and sometimes whose families—are being shattered. We cannot turn our backs on them. The Vocational Education Act, we think, should be expanded to include displaced workers as specific beneficiaries.

The need to create stronger links between vocational education and employers, including the military—the largest single employer of America—and defense industries. Vocational education, to the extent possible, should help close the widening gap between those seeking workers and those seeking work. We also believe the act should seek to strengthen whenever possible the cooperation between the vocational education system and private sector employers to encourage the use of employer technology on the work premises. In this way, the vocational education system can provide training and hands-on experience with the latest technology used in industry, a feat not possible within the context of a school building.

Third, the need to retrain vocational education teachers for the new technologies as well as to attract more quality teachers in the basic academic subjects in which vocational educational students must be skilled. Students trained in vocational education should have equivalent training in basic academic skills as those enrolled in an academic program. As the U.S. Chamber of Commerce has remarked, "The employee who will succeed in tomorrow's rapidly changing work environment will require a strong basic and occupational education which will enable him or her to spend a lifetime training, retraining, learning and relearning." We must have teachers prepared to provide that education in both areas.

If we add these national responsibilities to the act, we urge that it be done without complex, costly and restrictive Federal dictates. Indeed, there should be less paperwork, prescriptiveness, and regulation in all aspects of the act. Federal purposes and priorities should be clearly States, but States should have flexibility in addressing these priorities, and allocating funds according to the unique needs and conditions within each State.

We especially urge flexibility in the area of State efforts to meet the needs of special populations. As stated earlier, we strongly support this goal. We urge you to address this desired end rather than the means.

At present, the uniform set-aside percentages in the funding mechanism do not reflect special population counts or special needs in each State. They assume that the percentage for each population is the same everywhere.

We recommend instead that a portion of Federal funds be targeted at special populations, but that each State be given flexibility to allocate those funds among eligible groups according to the need within each State.

The law should require plans and performance measures which reflect the delivery of services on an equitable basis to national priority groups. We would also require that satisfactory performance or corrective action be a condition of Federal funding.

The guiding principle for us in this area, as in others, is to avoid needless complexity, costliness, and delay in meeting the needs of all students.

The act at present requires that each State designate a single board or agency responsible for administration of vocational education programs.

This permits each State the flexibility to determine which form of governance best meets its circumstances and needs. In 42 States, the constitutions and/or other statutes delegate this function to the State board of education. Other States delegate this responsibility to separate vocational education boards.

We suggest and urge that these decisions must rest with the States. The Federal Government cannot impose governance structures that intrude upon State constitutions and statutes.

The single-agency concept, moreover, promotes coordination and articulation between different levels of vocational education. We believe it is essential that one body have ultimate responsibility for comprehensive planning and evaluation of vocational education programs.

If the Federal Government were to deal directly with two or more separate boards—and if fund allocations were made separately for secondary and post-secondary education at the Federal level—individual States would be denied the ability to distribute funds according to their needs.

The current law stipulates that participating States must establish a State advisory council and a State planning committee. The act furthermore lists 20 different categories of representatives for the State advisory council and 10 different categories for the State planning committee.

We strongly support the functions provided by these groups and the need for diverse representation in their advisory capacity. But we also believe that it is difficult to have meaningful participation in this advisory process through many individuals divided among separate boards.

This is duplicative and therefore not cost-effective. We therefore recommend that the two groups be consolidated into a single advisory committee, with perhaps 15 categories of representation. This would the same functions to be accomplished with less staff and, hopefully, less expense.

On behalf of the State Boards of Education, we thank you for the opportunity to be with you this morning, Senator, and with the staff.

[The prepared statement of Ms. Goldsmith follows:]

Testimony
on
The Reauthorization of the Vocational Education Act

by

Joanne Goldsmith

for

The National Association of State Boards of Education

before the

Senate Subcommittee on Education, Arts and Humanities

March 2, 1983

National Association of State Boards of Education

My name is Joanne Goldsmith. I am President of the National Association of State Boards of Education, which represents education policy-making bodies in nearly all states, the District of Columbia, and U.S. Trust Territories. In most states, our member boards are also responsible for vocational education. We wish to thank you, therefore, Mr. Chairman, for your important leadership in this area and for the opportunity to testity today on the future of the Vocational Education Act.

There is a sense abroad in the nation of great change, of an economy being transformed. There is also a strong consensus -- recognized by the President in his State of the Union address -- that our future will rely heavily on how we educate, train, and retain our workers.

The large federal stake in this area is clear and indisputable. Traditionally, about half of the productivity of this nation depends upon increases in our citizens' skills and knowledge. Our military and our defense industries depend upon more well-trained individuals in order to provide for our national security. Large numbers of unemployed workers drain our economy. Economic dislocations have produced structurally unemployed workers who must be provided with retraining opportunities wherever possible. And both our quest for justice and our economic and social self-interest demand that we continue providing equal training opportunities to the disadvantaged, to women, to the handicapped, and to students who have little or no command of English.

Vocational education is central to these interdependent concerns. Further, our success in moving into a high technology age will depend upon trained workers who can support those on the front line -- scientists, engineers, and mathematicians. Traditional vocational education areas such as machine tooling -- where we face critical shortages of trained workers today for industry and defense -- are increasingly being influenced by high-technology developments. And, in fact, the bulk of new workers through this decade will be needed for jobs outside the high-tech and scientific areas. One need only glance at the Bureau of Labor Statistics' projections of where the new jobs will be through the 1980s to see that the largest number of new workers needed will be secretaries. Next come nurses' aides and orderlies. In the top 20 projected job-producing areas, (see Table A), you will also find auto mechanics, blue-collar supervisors, and carpenters.

Table A

The 20 largest job producers. . .

	1980 Employment	Projected growth 1980-90	Percent growth
Secretaries	2,469,000	700,000	28.3%
Nurses' aides, orderlies	1,175,000	508,000	43.2
Janitors and sextons	2,751,000	501,000	18.2
Sales clerks	2,880,000	479,000	16.7
Cashiers	1,597,000	452,000	28.4
Professional nurses	1,104,000	437,000	39.6
Truck drivers	1,696,000	415,000	24.5
Fast-food workers	806,000	400,000	49.6
General office clerks	2,395,000	377,000	15.8
Waiters, waitresses	1,711,000	360,000	21.1
Elementary teachers	1,286,000	251,000	19.5
Kitchen helpers	839,000	231,000	27.6
Accountants, auditors	833,000	221,000	26.5
Construction helpers	955,000	212,000	22.2
Automotive mechanics	846,000	206,000	24.4
Blue-collar supervisors	1,297,000	206,000	15.9
Typists	1,067,000	187,000	17.5
Licensed practical nurses	522,000	185,000	35.5
Carpenters	970,000	173,000	17.9
Bookkeepers, hand	975,000	167,000	17.2

Source: Bureau of Labor Statistics

THEREFORE, WHILE WE NEED LARGE PERCENTAGE INCREASES IN SCIENTISTS AND ENGINEERS, WE HAVE AN EQUALLY PRESSING NEED TO INCREASE TOTAL NUMBERS OF WORKERS IN OCCUPATIONS THAT ARE IN THE PROVINCE OF VOCATIONAL EDUCATION. AND THESE AREAS ARE THEMSELVES CHANGING UNDER THE IMPACT OF NEW TECHNOLOGIES.

IT IS ESSENTIAL, THEREFORE, THAT WE STRENGTHEN OUR VOCATIONAL EDUCATION SYSTEM. WE RECOGNIZE THAT THIS IS CHIEFLY A STATE AND LOCAL RESPONSIBILITY, AND STATE AND LOCAL GOVERNMENTS HAVE BEEN MEETING THEIR OBLIGATIONS TO THE FULLEST EXTENT POSSIBLE; INDEED, THEY PROVIDE APPROXIMATELY 90 PERCENT OF THE FUNDS SPENT ON VOCATIONAL EDUCATION. IN LIGHT OF THE LARGE NATIONAL STAKE AND THE LARGE NATIONAL BENEFITS DERIVED FROM THIS SYSTEM, HOWEVER, WE DO NOT THINK IT UNREASONABLE TO SUGGEST THAT THE FEDERAL GOVERNMENT INCREASE ITS SHARE OF THE FUNDING BURDEN TO 20 PERCENT. WE CONSIDER THAT A FAIR DIVISION OF FISCAL RESPONSIBILITY: 80 PERCENT STATE AND LOCAL, 20 PERCENT FEDERAL.

WE PARTICULARLY URGE THIS IN LIGHT OF THE NEW RESPONSIBILITIES WHICH WE BELIEVE THE VOCATIONAL EDUCATION SYSTEM WILL HAVE TO BEAR. WE HAVE IN MIND, FOR EXAMPLE:

1. THE NEED TO PROVIDE NEW SKILLS TO WORKERS WHOSE JOBS ARE BEING LOST FOREVER AND WHOSE DREAMS -- AND SOMETIMES WHOSE FAMILIES -- ARE BEING SHATTERED. WE CANNOT TURN OUR BACKS ON THEM. THE VOCATIONAL EDUCATION ACT, WE THINK, SHOULD BE EXPANDED TO INCLUDE DISPLACED WORKERS AS SPECIFIC BENEFICIARIES.

2. THE NEED TO CREATE STRONGER LINKS BETWEEN VOCATIONAL EDUCATION AND EMPLOYERS, INCLUDING THE MILITARY (THE LARGEST SINGLE EMPLOYER OF AMERICAN YOUTH) AND DEFENSE INDUSTRIES. VOCATIONAL EDUCATION, TO THE EXTENT POSSIBLE, SHOULD HELP CLOSE THE WIDENING GAP BETWEEN THOSE SEEKING WORKERS AND THOSE SEEKING WORK. WE ALSO BELIEVE THE ACT SHOULD SEEK TO STRENGTHEN,

WHENEVER POSSIBLE, THE COOPERATION BETWEEN THE VOCATIONAL EDUCATION SYSTEM AND PRIVATE SECTOR EMPLOYERS TO ENCOURAGE THE USE OF EMPLOYER TECHNOLOGY ON THE WORK PREMISES. IN THIS WAY, THE VOCATIONAL EDUCATION SYSTEM CAN PROVIDE TRAINING AND HANDS-ON EXPERIENCE WITH THE LATEST TECHNOLOGY USED IN INDUSTRY, A FEAT NOT POSSIBLE WITHIN THE CONTEXT OF A SCHOOL BUILDING.

3. THE NEED TO RETRAIN VOCATIONAL EDUCATION TEACHERS FOR THE NEWE~~ST~~ TECHNOLOGIES AS WELL AS ATTRACT MORE QUALITY TEACHERS IN THE BASIC ACADEMIC SUBJECTS IN WHICH VOCATIONAL EDUCATIONAL STUDENTS MUST BE SKILLED. STUDENTS TRAINED IN VOCATIONAL EDUCATION SHOULD HAVE EQUIVALENT TRAINING IN BASIC ACADEMIC SKILLS AS THOSE ENROLLED IN AN ACADEMIC PROGRAM. AS THE U.S. CHAMBER OF COMMERCE HAS REMARKED, "THE EMPLOYEE WHO WILL SUCCEED IN TOMORROW'S RAPIDLY CHANGING WORK ENVIRONMENT WILL REQUIRE A STRONG BASIC AND OCCUPATIONAL EDUCATION WHICH WILL ENABLE HIM OR HER TO SPEND A LIFETIME TRAINING, RETRAINING, LEARNING AND RELEARNING." WE MUST HAVE TEACHERS PREPARED TO PROVIDE THAT EDUCATION IN BOTH AREAS.

STATE FLEXIBILITY

IF WE ADD THESE NATIONAL RESPONSIBILITIES TO THE ACT, WE URGE THAT IT BE DONE WITHOUT COMPLEX, COSTLY, AND RESTRICTIVE FEDERAL DICTATES. INDEED, THERE SHOULD BE LESS PAPERWORK, PRESCRIPTIVENESS, AND REGULATION IN ALL ASPECTS OF THE ACT. FEDERAL PURPOSES AND PRIORITIES SHOULD BE CLEARLY STATED, BUT STATES SHOULD HAVE FLEXIBILITY IN ADDRESSING THOSE PRIORITIES AND IN ALLOCATING FUNDS ACCORDING TO THE UNIQUE NEEDS AND CONDITIONS WITHIN EACH STATE.

WE ESPECIALLY URGE FLEXIBILITY IN THE AREA OF STATE EFFORTS TO MEET THE NEEDS OF SPECIAL POPULATIONS. AS STATED EARLIER, WE STRONGLY SUPPORT THIS GOAL. WE URGE YOU TO ADDRESS THIS DESIRED END RATHER THAN THE MEANS.

At present, the uniform set-aside percentages in the funding mechanism do not reflect special-population counts or special needs in each state. They assume that the percentage for each population is the same everywhere. We recommend, instead, that a portion of federal funds be targeted at special populations, but that each state be given flexibility to allocate those funds among eligible groups according to the need within each state. The law should require plans and performance measures which reflect the delivery of services on an equitable basis to national-priority groups. We would also require that satisfactory performance (or corrective action) be a condition of federal funding.

The guiding principle for us in this area, as in others, is to avoid needless complexity, costliness, and delay in meeting the needs of all students.

Sole State Agency

The Act at present requires that each state designate a single board or agency responsible for administration of vocational education programs. This permits each state the flexibility to determine which form of governance best meets its circumstances and needs. In 42 states, state constitutions and/or statutes delegate this function to the State Board of Education. Other states delegate this responsibility to separate Vocational Education Boards. These decisions must rest with the states. The federal government cannot impose governance structures that intrude upon state constitutions and statutes.

The single-agency concept, moreover, promotes coordination and articulation between different levels of vocational education. It is essential that one body have ultimate responsibility for comprehensive planning and

AND EVALUATION OF VOCATIONAL EDUCATION PROGRAMS. IF THE FEDERAL GOVERNMENT WERE TO DEAL DIRECTLY WITH TWO OR MORE SEPARATE BOARDS -- AND IF FUND ALLOCATIONS WERE MADE SEPARATELY FOR SECONDARY AND POST-SECONDARY EDUCATION AT THE FEDERAL LEVEL -- INDIVIDUAL STATES WOULD BE DENIED THE ABILITY TO DISTRIBUTE FUNDS ACCORDING TO THEIR NEEDS.

ADVISORY COUNCILS

THE CURRENT LAW STIPULATES THAT PARTICIPATING STATES MUST ESTABLISH A STATE ADVISORY COUNCIL AND A STATE PLANNING COMMITTEE. THE ACT, FURTHERMORE, LISTS 20 DIFFERENT CATEGORIES OF REPRESENTATIVES FOR THE STATE ADVISORY COUNCIL AND 10 DIFFERENT CATEGORIES FOR THE STATE PLANNING COMMITTEE. WE STRONGLY SUPPORT THE FUNCTIONS PROVIDED BY THESE GROUPS AND THE NEED FOR DIVERSE REPRESENTATION IN THEIR ADVISORY CAPACITY. BUT, WE ALSO BELIEVE THAT IT IS DIFFICULT TO HAVE MEANINGFUL PARTICIPATION IN THIS ADVISORY PROCESS THROUGH MANY INDIVIDUALS DIVIDED AMONG SEPARATE BOARDS. THIS ALSO IS DUPLICATIVE AND, THEREFORE, NOT COST EFFECTIVE. WE, THEREFORE, RECOMMEND THAT THE TWO GROUPS BE CONSOLIDATED INTO A SINGLE ADVISORY COMMITTEE, WITH PERHAPS 15 CATEGORIES OF REPRESENTATION. THIS WOULD PERMIT THE SAME FUNCTIONS TO BE ACCOMPLISHED WITH LESS STAFF AND LESS EXPENSE.

I WISH TO THANK YOU AGAIN, MR. CHAIRMAN, FOR THIS OPPORTUNITY TO PRESENT THE VIEWS OF STATE BOARDS OF EDUCATION. THE WORK YOU DO TODAY WILL HAVE A PROFOUND EFFECT ON HOW WELL WE ALL DO IN THE FUTURE.

Senator **Stafford**. Thank you very much, Ms. Goldsmith.

We are very pleased that we have been joined by Senator Quayle.

Senator, I had a brief opening statement; Senator Pell has had to go to the Foreign Relations Committee. Do you have any opening statement you wish to make?

Senator **Quayle**. Mr. Chairman, I do not have an opening statement prepared, other than to thank you for vigorously pursuing reauthorization of vocational education.

I certainly support your endeavor to take a thorough and exhaustive look at what we've done, what we need to do, and where we're going in providing education and training for a skilled work force, and how vocational education serves dislocated workers.

We've worked together very well in the past, and after these hearings, I hope to be able to sit down, and, under your leadership—you have always been my mentor on education policies—try to work on a way we could consolidate or coordinate the vocational education system and the the Job Training Partnership Act that we passed last year, with your help and others.

After I examine all the testimony, and all the ideas that come forth, I will develop a more comprehensive statement on how we can accelerate and expand on what we did last year in the Job Training Partnership Act, and work together—the two systems are very compatible.

I thank you and commend you, Senator Stafford, for all the responsible leadership you've given for a number of years in this area. I am glad to be a part of your subcommittee.

Senator **Stafford**. Thank you very much, Senator. We have enjoyed working with you, and we appreciate the kind words.

Dr. Walter, I guess we've reach you in the order we're following here.

Dr. **Walter**. Mr. Chairman, I'm Franklin Walter, superintendent of public instruction for the State of Ohio.

I am here today representing the Council of Chief State School Officers.

I am going to summarize the testimony which has been given to you in the interest of time; but I do want to highlight certain areas that I think are deserving of special comment.

The Council of Chief State School Officers is an independent organization of the State superintendents and commissioners of education in the 50 States and the 6 extraterritorial jurisdictions, and the District of Columbia. Members of the council are responsible for administration of elementary and secondary education and for the administration of vocational education in most States, as well.

For the record I would like to note that vocational education works. And it is a good investment for public dollars representing sound public policy.

As part of the overall education effort in this country, vocational education is an effective way to help young people and adults become trained and retrained for an everchanging job market.

Vocational education today is a legitimate concern at all levels of government. It helps produce a highly skilled and knowledgeable work force that's essential for economic stability and growth in local communities and at the State and Federal level.

All levels of government must be concerned with the condition of vocational education today. Although its delivery is essentially a State and local responsibility, and should remain so, the historical development of vocational education throughout the nation reflects a close relationship between local education agencies and institutions, each State board of education, and the Federal Government.

This working relationship has continued to contribute significantly to the growth of a comprehensive system of vocational education in every State and every local community. It must be fostered.

This nation faces a critical unemployment problem. Many jobs have disappeared forever. Ohio has an unemployment rate of over 14 percent. Those with vocational training, both high school and adult, are much more viable than those who do not have such training.

The Federal presence in education must be continued. Federal vocational education funds have served Ohio and the Nation exceedingly well. Currently, 42 percent of the juniors and seniors in Ohio schools are in vocational job training programs. Through the last 5 years, 90.8 percent of the high school students who completed vocational educational programs have found employment.

This evidence of the great value of vocational education, not only for the students, but for the entire economy.

The council believes an appropriate Federal role in vocational education should be based on a clear identification and articulation of national concerns and of specific national goals.

Federal roles for vocational education should be those which transcend the immediate concerns of States and locales. Examples of national goals include the need for a prepared work force for a changing economy, the need to reduce youth unemployment, and the Nation's commitment to increasing services to historically underserved populations.

While Congress must ultimately decide specific national goals for the program, the council suggests at least two priorities that should be based at the Federal level:

The need to expand and improve services and activities aimed at historically underserved populations; and, second, the need to achieve a trained and productive work force. The Vocational Education act should strengthen local and State efforts to provide vocational education consistent with these national goals.

The council believes that the reauthorization of the act should provide maximum flexibility to State and local agencies. It should provide access, availability, diversity, quality, and linkage. Particularly in the linkage element, there should be a close working relationship between the schools and those other agencies delivering vocational education. This is provided through the sole State agency.

The council shares with others the belief the governance of education is a State and local issue, and should not be dictated by the Federal Government in law or policy.

The sole State agency designated each State to administer vocational education should continue to be responsible for planning, developing policy, and disbursing Federal funds to education agencies and other eligible recipients, and evaluating outcomes in terms of Federal goals addressed within each State.

To make planning, management, and evaluation of Federal programs more effective at the State and local levels, funds should continue to be appropriated 1 year in advance.

The current act mandates a formal evaluation of the effectiveness of all programs projected and supported by Federal and State funds. Accountability is an assumed role at each level of educational governance, and therefore, Federal law should not dictate how evaluations are to be carried out, but should require simply that States demonstrate how they are making progress in using Federal funds to achieve Federal goals.

The complex data reporting system—VEDS—mandated and implemented under the current act should be simplified. The system is both time consuming and costly for State and local agencies, and does not yield information of a value comparable to its cost of operation.

Any Federal data collection system should be limited only to those programs receiving Federal support.

The funding mechanisms to support the Federal role in vocational education should provide space and flexibility needed to meet our unique needs.

Mr. Chairman, I believe that you can see from our statement that the council is interested in assisting to shape the Federal and local roles in vocational education, and to target it toward national goals that are complementary to State and local efforts.

We believe that there are specific legitimate purposes for a Federal presence in vocational education, and that those purposes should be adequately funded and integrated into the specific needs of States and localities. In order to give more form and substance to these recommendations and other policy areas we have considered, the council is currently engaged in the process of developing legislative specifications based upon these recommendations.

We would be most pleased to share these with you and your staff when they are completed.

We would also be pleased and are completely ready to work with you and your staff in the difficult process of developing a reauthorization vehicle which expresses Federal purposes but avoids problems that may have been created by the current act.

We look forward to working with you and thank you very much for the opportunity to participate in this hearing today.

Senator STAFFORD. Thank you very much, Doctor Walter; we appreciate your help.

[The prepared statement of Dr. Walter follows:]

STATEMENT REGARDING REAUTHORIZATION
OF THE VOCATIONAL EDUCATION ACT
PRESENTED BY THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS
WEDNESDAY, MARCH 2, 1983

I. INTRODUCTION

Mr. Chairman, I am Franklin B. Walter, Superintendent of Public Instruction for the State of Ohio. I am here today representing the Council of Chief State School Officers. The Council is an independent organization of the state superintendents and commissioners of education in the fifty states, six extra-territorial jurisdictions, and the District of Columbia. Members of the Council are the principal public officials responsible for the administration of elementary and secondary education systems in the states, and for the administration of vocational education in most states, as well. For the record, I should note that we believe that vocational education works. As part of the overall educational effort in this country, vocational education is an effective way to help young people and adults become trained and retrained for a changing job market.

The purpose of my appearance today, Mr. Chairman, is to summarize the Council's views about a number of issues surrounding the reauthorization of the Vocational Education Act. The Council is among those organizations which feel that the time has come to remodel the federal act, and that in doing so the Congress must pay particular attention to defining the federal purposes in support of vocational education. Once the purposes are defined, we suggest that the Act may reasonably include specific objectives for which federal dollars should be spent. At the same time, we suggest that it is no longer appropriate for various provisions of the federal act to mandate the direction of state and local vocational education programs.

Historical review of federal vocational education policy in the United States indicates the significant influence of the federal government. The Smith-Hughes Act of 1917 provided a perpetual grant to the states to promote agriculture, trade, industrial and home economics education. During the next forty years, appropriations increased, but policy did not change significantly. The Vocational Education Act of 1963 differed dramatically from previous legislation in that the emphasis shifted toward meeting the needs of people. The 1968 amendments to the Act required that special attention and priority be assigned to special categories of people--the disadvantaged and the handicapped. Federal concern with groups with unmet needs was further emphasized in the 1976 amendments to the Act. Individuals with limited English proficiency were included as part of the disadvantaged population, and special attention was paid to the need for increased sex equity, as well. Indeed, in order to focus the attention of vocational educators on this issue, the statement of purpose in the law was amended to read: "...to reduce sex bias and sex-role stereotyping in vocational programs, and thereby furnish equal educational opportunities in vocational education to persons of both sexes."

II. THE FEDERAL ROLE IN VOCATIONAL EDUCATION SHOULD BE DEFINED MORE PRECISELY

The long history of federal support for vocational education, combined with changing concerns about the federal purpose in vocational education, has led to the development of a wide variety of "federal purposes" for vocational education, at least as defined in terms of allowable activities. The current Vocational Education Act provides state and local education agencies some opportunity to initiate and expand educational programs and services to meet new and emerging labor market needs, to meet student employability skill needs, and to serve the needs of a more diverse student population. Attempts have also been made through this legislation to ensure services to increasing numbers of male and female students in nontraditional occupations, those who are academically and educationally disadvantaged, and those who are handicapped. In addition, funds appropriated under the Act support services based on all of the purposes built into the law since 1917.

The Council believes that an appropriate federal role in vocational education should be based on the clear identification and articulation of national concerns or specific national goals. Federal goals for vocational education should be those which transcend the immediate concerns of states and localities. Examples of national goals include the need to prepare our workforce for the changing economy, the need to reduce youth unemployment, and the nation's commitment to increasing services to historically underserved populations. While Congress must ultimately decide specific national goals for the program, the Council suggests at least two broad priority concerns at the federal level which lead to a federal role in vocational education:

1) the need to expand and improve services and activities aimed at historically underserved populations: the economically and educationally disadvantaged, the handicapped, those whose primary language is not English, adults who need retraining, women seeking careers, and those individuals--both male and female--who wish to enter occupations which are nontraditional for their sex;

2) the need to achieve, as a nation, a trained and productive workforce, representative of the make-up of the whole population; such a need specifically includes both the groups mentioned above and those who are beyond normal school-leaving age and who require a postsecondary educational setting.

The essential structure of the Vocational Education Act as envisioned by the Council is one which would provide incentives to encourage states and localities to help achieve these national goals in a manner that is consistent with the overall structure of each state's efforts in vocational education.

III. COUNCIL CONCERNS AND RECOMMENDATIONS

A. State and Local Flexibility and the Federal Purposes

In order to help state and local educational agencies meet the federal goals specified in the Act, the Council believes that a reauthorized Act should provide maximum flexibility to state and local agencies. Funds provided under the Act should enable states and localities to address the national goals. Such a structure could be developed in a manner which would vastly reduce regulatory requirements. Federal support would be focused on five core types of activities:

1. access - programs and actvities which expand services to historically underserved populations;
2. availability - activities which expand the institutional or geographic availability of vocational education;
3. diversity - activities which expand the range of programs available to individuals in a state or local area;
4. quality - activities designed to improve the quality of instruction;
5. linkage - activities which increase linkages with other vocational training programs, including JTPA, and which encourage alliance with business and industry.

In order to maximize state flexibility while assuring that federal purposes are met with federal funds, the Council makes the following recommendations:

1. Federal goals should be achieved in each state through an open planning process based on the genuine needs of the state, rather than on the need

to comply with detailed program regulations. States should be required to demonstrate which federal purposes they are attempting to meet, and to provide evidence of their progress over time.

2. Federal funding should be focused on federal purposes [illegible] should not seek to force states and localities to spend state and local vocational education funds according to the dictates of federal policies.

3. The federal government should seek to coordinate all federal legislation which has on impact on the states' programs of vocational education. Federal legislation which deals with civil rights, special education, compensatory programs, bilingual education, vocational rehabilitation, and youth employment should be part of this formalized effort.

4. The Council supports the notion of providing, as part of the federal support for vocational education, assistance to states and school systems for enhanced linkages with business and industry.

5. The Council believes that the federal Act should continue to support state and local actions aimed at the elimination of discrimination and sex stereotyping, with appropriate modifications to preclude duplication of effort with ongoing state and local activities.

6. The reauthorization should encourage actions by state and local education agencies aimed at effective planning and coordination of programs with programs funded under other federal laws, such as the Job Training Partnership Act.

7. The Council believes that one way to encourage flexibility in planning and funds use is to encourage the development, for disadvantaged students from high-risk populations, of individual Employability Development Plans. Since plans developed under this program and other state and federal programs can be similar in purpose and approach, coordinating the preparation and execution of individual plans should serve to coordinate the delivery of employability and job-specific skill training to special needs students.

B. The Governance of Vocational Education

The Council shares with many others the belief that the governance of education is a state and local issue, and should not be dictated by the federal government through any law or policy. At the same time, we believe that in order to have an effective and efficient federal program in support of vocational education, the federal government must deal principally with one agency in each state. In order to effect the separation of federal purposes from state and local policies, and in order to keep the system reasonable, the Council makes these recommendations:

1. The sole state agency designated by each state to administer vocational education should continue to be responsible for planning, developing policy, and disbursing federal funds to local education agencies and other eligible recipients, and evaluating outcomes in terms of the federal goals addressed within each state.

2. To make planning, management, and evaluation of federal programs more effective at the state and local levels, funds should continue to be appropriated one year in advance. State plans should be developed for a

period of three years, and should be updated annually with the results of the previous year's activities.

3. The current Act mandates a formal evaluation of the effectiveness of all programs or projects supported by "federal, state and local funds." Accountability is an assumed role at each level of educational governance and, therefore, federal law should not dictate how evaluations are to be carried out, but should require simply that states demonstrate how they are making progress in using federal funds to achieve federal goals. This recommendation addresses the Council's belief that the role of the federal government is to set or identify goals, but it is clearly the state's role to determine the means to accomplish the goals.

4. The complex data reporting system (Vocational Education Data System--VEDS) mandated and implemented under the current Act should be refined and simplified. The system is both time consuming and costly for state and local education agencies, and does not yield information of a value comparable to its cost of operation. In any event, any federal data collection system should be limited only to those programs receiving federal support.

C. Funding Mechanisms to Support the Federal Role in Vocational Education

Corresponding to the multiplicity of federal purposes for vocational education which have developed over the years, there are at present a number of specific setasides and mandated funding requirements within the Act. If we are going to have any hope of focusing federal funds on federal goals in a way that will help achieve those goals, the Council believes that we must reform the manner in which vocational education funds are distributed within states. The

Council believes that the intrastate distribution of federal vocational education funds should be tied closely to the relative needs within that state identified through the comprehensive public planning process described above. We also feel that such a process of identifying needs is the best way to ensure that federal funds will be targeted on areas which are most in need, such as center cities and rural communities, neither of which are now especially well served by federally funded programs in many states. In order to focus the distribution of federal funds on need, while streamlining the process, the Council makes the following recommendations, based on the structure of national goals and the need for incentives discussed above:

1. The federal authorization should identify only the total proportion of federal funds received by a state to be reserved for underserved populations. The procedure to allocate federal funds reserved for specific historically underserved populations should be determined at the state level through a State Plan, as previously discussed.

2. The total proportion of federal funds used to served special populations should gradually reach 60 percent of the federal appropriation; this total exceeds the sum of the existing special population setasides. In the event the 60 percent setaside prohibits a

state from effectively integrating federal, state, and local funds, the Secretary of Education should be granted authority to issue a waiver to revise the percentage for a particular state. The remaining federal funds should be available to address any identified national goals which are consistent with the specific needs of each state.

3. The reauthorized Act should, accordingly, consolidate the separate categories of programs in the current Act; for example, special programs for the disadvantaged and the consumer and homemaking program should be consolidated into the basic grant section. States would then determine the most appropriate mix of expenditures.

4. The requirement in the current regulations relating to matching "excess costs" with state and local funds should be deleted. The term "excess" does not appear in the current law and should not be included in future legislation.

5. Given the high rate at which states overmatch federal funds, and given the Council's belief that federal policies should be separated from state and local programs, the Council recommends that the maintenance of effort provisions in the current Act should be removed. We believe that prohibitions of supplanting with federal funds are an appropriate way to insure that the substitution of federal funds for state and local funds does not take place.

6. The current act mandates extensive planning, evaluation, and reporting functions by the sole state agency; yet, minimum federal funding has been provided for these activities. The cost of these functions should be fully funded in the reauthorized Act, and states not required to carry out

activities in the absence of funds.

7. Special attention should be given to the demographic changes now taking place in the country; states should have the flexibility to direct funds to the needs of adults in postsecondary vocational programs.

IV. CONCLUSION

Mr. Chairman, I believe that you can see from our statement that the Council is interested in shaping the federal role in vocational education to be both more carefully targeted on national goals, and complementary to state and local efforts. We believe that there are specific legitimate purposes for a federal presence in vocational education, and that those purposes should be adequately funded and integrated with the specific needs of states and localities.

In order to help give more form and substance to these recommendations and other policy areas we have considered, the Council is currently engaged in the process of developing legislative specifications based on these recommendations. We would be most pleased to share these with you and your staff when they are available. We would also be most pleased, and are completely ready, to work with you and your staff in the difficult process of developing a reauthorization vehicle which expresses federal purposes but avoids the problems created by the current Act. We look forward to working with you. Thank you.

Senator STAFFORD. Mr. Casteen.

Mr. CASTEEN. Since my statement is before the committee this morning, I will simply summarize that statement.

Senator STAFFORD. Very good.

The National Governors' Association is concerned about the issues before your committee, in part because of work done over the course of about 2 years in NGA, and complementary work done at the same time in the education commissions of the States, with regard to the impact of a changing economy, and especially a change in technology, on the adequacy of our educational system.

The Governors have been asking questions having to do with what kind of education best serves the States, in an era when the nature of jobs is changing, when the skills required to perform well in an occupation are likely to change frequently.

The typical worker may require retraining as many as four or five times in the course of a working career.

The Governors are also interested in the impact of education and especially of vocational education on the States' prospects for gaining new industrial investments and, consequently, new sources of jobs and tax dollars.

I should say also that the NGA staff will file with the committee staff copies of NGA policies on the issue of education in general, also task force materials related to some topics that I'll cover in a moment; and, finally, the NGA's budget position with regard to the reauthorization.

In the course of the work done in NGA the Governors have become very much concerned about the fact that the adverse impacts of new technologies and of the recession are disproportionately borne by younger workers and by other workers who are displaced from traditional jobs. The Governors are concerned that unemployment clearly pockets itself in parts of the population where training is inadequate at the outset, or where skills are marginal; especially as the demands of the workplace change because of advancing robotics and so on, in factories.

The Governors have examined these issues in several different forums. I want to mention two: One is the NGA task force on technological innovation, whose working papers I think are available to the committee staff; the other is a newly constituted task force on jobs and the infrastructure, that looks specifically at displacement of workers and at new kinds of demands made on education by the new economy.

There is a complementary effort, incidentally, in the education commissions of the States, a task force on education for economic growth, chaired by Governor Hunt of North Carolina.

All three of those task forces have delivered to the Governors and States materials having to do with issues which the committee will find of interest.

NGA has identified two major policy issues that touch the Federal posture on vocational education. One is that an effective national policy clearly must provide opportunity for the private sector to be involved in vocational education, in defining demands, in setting standards, in defining curriculums that will in fact serve the job place; and measuring the adequacy of results.

The Governors are acutely aware that in the end the private sector approves or disapproves vocational education by hiring or not hiring graduates, and by advancing or not advancing those graduates through career change.

A second major policy concern is that the program, itself, as constituted by Congress, clearly should define the national interest. It should indicate what the national concerns and objectives are with regard to vocational education, and should make that basic definition a philosophical stance an overt part of our national posture on education.

The NGA position papers in general define the Federal role in ways that are complimentary to the State and local roles; and I should emphasize, that NGA, along with the other groups represented this morning, acknowledges as a first consideration that education is first and primarily the obligation of State and local government.

With regard to the Federal role, NGA has identified and assessed that the Federal Government continue to work to guarantee access to educational programs, that the Federal Government work to help the States to serve special populations that are at risk in standard programs, and the populations most often include the handicapped, other kinds of students who have historically been outside the mainstream, the educational disadvantaged, and so on.

Third, supporting research and development, an issue I know that is of some concern to Congress at this point.

Fourth, preparing the work force by assisting the States in meeting the needs of both young workers and adults who are preparing themselves for high demand occupations.

The committee may take some interest in the fact that the States have considerable experience in dealing with the changing technologies and the changing job market.

In my written testimony I give some examples of State initiatives that include collaborations with the private sector, programs to bring the private sector into schools, and, at the same time, to make other resources and simply training from schools available to the private sector.

I mention also academic/industrial parks developed in several States in an effort to see to it that our research activities and our training activities jointly serve the private sector and the economy in general.

Finally, I think the committee is aware that business roundtables, State and local chambers of commerce, and other leaders in the private sector have taken an active part with NGA and also with ECS in developing stands that have to do with the match between schools and the private sector.

Toward the end of the prepared statement, I summarize five basic positions that NGA feels are important with regard to the legislation you are considering. I'd like simply to mention those briefly, because I think they are complimentary to the statements made by other speakers this morning:

One is that it's clear that the Federal role must be defined in an accurate way in the legislation.

A second is that the Federal Government probably ought to target its resources carefully as possible toward identified problems.

Other speakers have made the observation that Federal assistance should not be merely general aid to education, that the Federal interest lies in defining problems and in seeking to resolve those problems in collaboration with the States. It is a fact, I think, that the traditional distinction that we make between vocational education and academic education may be breaking apart as a distinction that matters in the current job market.

It is the truth that service occupations and occupations such as secretarial science are the likeliest growth areas outside the hard sciences; but it is also true that the workplace in which secretaries and assemblyline workers and others do their work, is changing; and that the automated office and the automated assemblyline impose special educational requirements on those occupations.

Third, the private sector involvement is important. The examples that I've offered in my written testimony may be of some interest to the committee. In addition, NGA is prepared to offer other samples of private sector collaboration with the States that may indicate directions for national policy.

Fourth, it seems clear that we need to improve our method of coordinating vocational education. Despite a great deal of effort over many years, it remains the case that in the States we still work with duplication of effort. We still find ourselves doing several levels of education jobs that can be effectively done if properly assigned to one level.

It seems to me in the national interest in light of limited resources that the Congress attempt as far as possible to avoid that kind of duplication.

Finally, a matter that has interested each of the previous speakers, NGA is concerned that the legislation protects State flexibility to the largest possible extent.

Let me make clear that the NGA position does not deny that the States have responsibility; but, instead, NGA and the Governors who constitute NGA, embrace state responsibility and believe that education must be a basic State policy initiative.

On the other hand it seems clear to me and the Governors that the structure of State government or State educational governance is in the end probably not a Federal issue; but, instead, the Federal issue is gaining a sufficient return on the Federal investment, identifying the purposes of the investment in such a way as to make a real impact on the labor forces in a job market. And that those ends can be served within the context providing for maximum flexibility for those who are traditionally and by law assigned the responsibility for planning education and delivering those services—which is to say, the States and the localities.

Mr. Chairman, I thank you.

Senator **Stafford**. Thank you, Mr. Casteen.

[The prepared statement of Mr. Casteen follows:]

Testimony on Vocational Education Reauthorization
Senate Subcommittee on Education, Arts and Humanities

John T. Casteen, III
Secretary of Education, Commonwealth of Virginia

March 2, 1983

My name is John Casteen. I am Secretary of Education for the Commonwealth of Virginia. I have come today at the request of the staff of the National Governors' Association to address issues related to your deliberations about reauthorization of the Vocational Education Act.

Our Governors take interest in the reauthorization and in the federal posture toward vocational education for several reasons. The complexity of our national economy is such that no state acting alone can adequately respond to all of the needs in its labor market. Rapid technological change, increasingly successful competition from producers in other nations, and evidence that solutions to the problems apparent in the current recession are beyond solution by any one state combine to persuade most Governors that federal involvement in support of state initiatives is essential.

Current experience in most states suggests that the United States economy will face several major challenges over the next several years. By most assessments, unemployment, now at or near its highest levels since the beginning of World War II, will remain high in the foreseeable future, notwithstanding modest improvements predicted for 1984 and 1985. A changing international economy seems already to have forced changes, possibly to have begun the process of restructuring, in many components of U.S. industry. More than one state faces the dual problems of loss of jobs (hence, of profits in the private sector and of tax revenues in the public sector) and slow rates of growth in new industries. The states recognize that new industrial investments and the jobs and taxes driven by such investments are likeliest to come to states whose schools succeed in preparing students to do new kinds of work. Our Governors have worked vigorously in recent months to gauge the nature and pace of technological change and to lay plans for preparing the work force to respond.

Through N.G.A. and the Education Commission of the States, the Governors have begun developing strategies for the states and proposing policies for your consideration. In February 1982, N.G.A. published a report of its Task Force on Technological Innovation. Entitled "Utilizing America's Technological Resources: New Challenges to the States", this document contains the proceedings of an N.G.A.-sponsored dialogue among industry, government, and academic leaders on the topic of how best to respond to the new technologies, and details N.G.A. statements and policies on the topic. At its August 1982 meeting in Oklahoma and again this week here in Washington, N.G.A. sponsored dialogues among the Governors on state initiatives to gain maximum benefit from the new technologies. E.C.S., through its Task Force on Education for Economic Growth, is defining options available to the states, and bringing together Governors, educators, and business leaders to make known what strategies are already working in various states and to stimulate additional innovation. Governor Hunt of North Carolina chairs this task force.

Young people, new workers who have recently completed school, face particularly acute problems in today's economic climate. The youth unemployment rate generally doubles the national unemployment rate, and unemployment among black youth exceeds the overall youth unemployment rate. Many localities, especially major cities where overall unemployment exceeds the national averages, often show even higher youth unemployment figures. In Virginia's capital city, Richmond, the rate at mid-summer for black youth was set at 60% of those available for work.

Young job seekers suffer for several reasons. Their academic and occupational skills are often marginal. Employers who might in a different economy have hired unskilled workers and trained them on the job do not do so when their markets are depressed and their corporate futures are uncertain. Experienced workers who have been displaced from their own jobs often compete successfully for jobs that might be available in a different economy to young job seekers. Larger numbers of women, many with uncommonly good job skills, can displace young job seekers. The probability that young workers hired today will have to be trained and retrained repeatedly as industry itself changes during their working years can make potential employers cautious.

Recognizing that vocational education at both the secondary and post-secondary levels can play an important role in preparing youth to meet these challenges, N.G.A. welcomes the care with which this Committee is exploring how best to structure continued federal assistance for vocational education. As you consider this issue, N.G.A. urges you to give special attention to two critical facts. First, the private sector is vital to the success of any vocational education program. To be effective, programs and services must respond to the needs of the employers who will in the end judge the worth of vocational education by hiring or declining to hire its graduates. Second, federal assistance for vocational education, while substantial -- some $500 - $700 million, currently -- is part of a much larger whole, a system financed and operated at the state and local level at an estimated cost of some $6 billion annually.

These facts suggest, I think, at least two aspects of a successful national program. Such a program must provide opportunities for effective private sector involvement in ways ranging from assessing needs to designing and evaluating programs to providing actual services. And such a program should reasonably define a national concern and a national objective while preserving state and local flexibility to integrate national priorities into existing systems in appropriate ways. More than one well-intentioned program has failed in the past because the states and localities did not hold meaningful responsibility to set priorities, to build coherent systems, and to prove the worth of results.

The National Governors' Association has attempted to address these issues in its policies on education and on employment and training. Adopted just one year ago, these policies are the Governors' attempt to sort out the roles of the three levels of government with regard to education and to provide a framework for collaboration in our efforts to meet common needs. In education, the policy statement identifies the primary role of the federal government as: guaranteeing access to educational programs without regard to family income, race, national origin, sex, or handicapping condition; helping states serve special populations that are "at risk" in standard programs, such as the handicapped, the educationally disadvantaged, migrants, and refugees; supporting research and development, including support of emerging technologies; and preparing the work force by providing special programs for both youth and adults targetted to occupations in high demand. In each of these areas of activity, the Governors have acknowledged that the states have major responsibilities, but each area is, in its own way, as much an issue for the nation as for the several states.

In employment and training, N.G.A. policy calls for a similar sorting out of responsibilities with special emphases on: recognizing the critical role of the private sector; developing new state capacity to coordinate employment and training programs with related programs, including welfare, employment services, economic development, and vocational and other education; and continuing and expanding efforts to involve local government and employers in occupational training.

As the successes of the states and the Governors in implementing the Job Training Partnership Act and in creating a new Task Force on Job Development amply demonstrate, the states and the Governors recognize their critical responsibilities in both economic development and work force preparation. The states have, in fact, taken the lead in efforts to involve the private sector as a partner in these activities. These efforts are of many kinds. In my own state, one local school division and a large local employer have agreed to share resources in order to resolve mutual problems. The schools are providing recreational facilities, seasonal workers (teachers) with skills vital to the company, and other considerations, while the company is providing the part-time services of chemists and others as teachers in scarce disciplines, and also collaborating on curricula relevant to local market needs. In North Carolina, Arizona, and elsewhere, state-sponsored industrial parks that are, in fact, academic/industrial campuses, foster joint programs in research and training. Business roundtables, state and local chambers of commerce, and other private sector leaders work with schools in many states to improve both academic and occupational training. In virtually every instance, the result is improved performance in both sectors.

Building on N.G.A.'s policies on education and training and on the states' experience with existing vocational education programs, N.G.A. would like to suggest that you consider several basic principles as you develop legislative proposals:

> Clear Definition of the Federal Role. To the extent possible, new legislation should define the nature of the national concern and specify clear and objective program goals. Otherwise, the intent of the Congress may be less than clear, and resources may be committed to programs not in the national interest.
>
> Targetting Resources. The federal definition of goals should be reasonably related to the resources available, and should focus on special populations or on skills that are in short supply. Programs without focus, programs that attempt to do something for everyone while doing enough for no one, do not respond to current needs.
>
> Private Sector Involvement. New legislation should embody federal support for the active participation of the private sector. Recent history says that private and public sector leaders share concern about developing a more capable labor force. Your actions can stimulate wider exploitation of a good concept.
>
> Improved Coordination. New legislation should encourage effective coordination of federal vocational education programs with other federal and state programs relating to employment, training, and economic development. Education has a history of duplicating effort, not always intentionally or to good ends. We need to identify the best place to accomplish each of

our educational missions, and to commit resources there.

State Flexibility. Within the definition of national objectives, the new legislation should provide the states and localities with the maximum possible flexibility in administering and delivering programs and services. This flexibility does not come without responsibilities. State and local governments already pay the lion's share of the cost of education. Within thoughtfully drawn limits, they can develop state and local plans that respond to both local conditions and national priorities.

These state concerns, and those of the Governors, are neither parochial nor bureaucratic. Rather, they are pragmatic. Resources are limited. The needs are substantial. No one participant can treat the entire range of problems. Only by way of a comprehensive approach can we make optimal gains from strengths in many sectors and simultaneously respond to conditions that differ from one state to another and that change constantly.

Two related issues of concern to the Committee also concern N.G.A.

We have not yet had an opportunity to review the Administration's current plans for a vocational/adult education block grant. The Governors have generally agreed that the block grant concept is one means of providing the flexibility that the states think will improve this program. N.G.A. is prepared to work with the Committee to refine the concept if there is interest.

In general, N.G.A. strongly opposes further cuts in discretionary federal aid to state and local government. These areas have already received disproportionate cuts. Accordingly, N.G.A. supports the continuation of the vocational education program at no less than the current level. To retreat from this educational commitment in the national interest would, we think, invite even more serious consequences for young workers and job seekers than have already occurred.

N.G.A. is committed to the concept of partnership in vocational education -- federal, state, local, and private. State officials and the N.G.A. staff appreciate your determination to address the issues squarely and to develop strategies and programs that respond to the challenges that I detailed in beginning this statement. We stand ready to work with you in more detail as you develop the specifics of new legislation.

Senator STAFFORD. The Chair does have a few questions for himself and the committee.

I'm going to start with you, Ms. Goldsmith. Having listened to your testimony and the recommendation you made that the ratio for Federal-State and local participation should be approaching 20/80 rather than the current rough 10/90—I'm going to say, first, that I think Secretary Bell did reasonably well this year in getting the administration up from around $10 billion to $13.2 billion in the recommendations which have come to us for a budget for education.

But, with respect to vocational education and adult education, the administration has proposed block-granting these two programs and a reduction from roughly $800 million down to $500 million; I think this means Federal funds, instead of increasing, would be diminished by 37 percent.

I would assume from that you've said that you would not be in sympathy with that proposal?

Ms. GOLDSMITH. You are right, Senator, I certainly am not. And I'm certainly not in favor of the block grant. I'm certainly not in favor of the zeroing out of funding for the literacy program, when we know what we have in the way of those who cannot read.

I'm one of those who who believes that the Federal role is an important role in vocational education; and we though it was inappropriate to say what was needed—if it's not funded, obviously, it's not funded.

But it's not fair to promise that you can do things with *x* number of dollars when we know in fact we cannot do things unless we have *x*-plus dollars.

We do think that that's an inadequate percentage. We know that people don't stay in a single State. We know what the mobility is. We talk about the two nations—the Sun Belt, the Frost Belt—we are aware of the movement of our population; and this is one way to try to address it.

I am sure you are aware of all the statistics that I am.

Senator STAFFORD. Thank you.

Is there dissent among this panel from what Ms. Goldsmith has said?

[No response.]

Senator STAFFORD. If there isn't, we'll let that answer stand generally for the panel.

It also reflects the view of the chairman of this committee. [Laughter.]

Ms. GOLDSMITH. I'm pleased to note that, sir.

Senator STAFFORD. Representative Delco, in your statement, you suggested that any new Federal vocational education act focus on access, equity, and economic development. Before I ask you a specific question, allow me to make this observation:

The underlying principle embodied in Federal aid to education is the promotion of access to and equality in education. This is well-illustrated by programs such as title I, now chapter I, and Public Law 94-142. In vocational education, despite set-asides aimed at certain underserved individuals, such as the handicapped and disadvantaged, the Federal purpose is much less clear and less targeted; in fact, the law has been criticized as too general to achieve the purposes intended.

Therefore, let me ask you and any of your companions who might care to comment:

Should the Federal act focus only on those special needs populations who are underserved by vocational education?

By this I mean should Federal funding support activities only for handicapped and disadvantaged individuals, women, language minorities, and Indians; and, if so, how should this be achieved?

Ms. DELCO. If you remember, Senator, in the statement that I read, the statement alluded to the fact that we had some concerns about the set-asides.

Senator STAFFORD. Yes. Would you pull the mike up a little more? These are rather weak PA systems we have here.

Ms. DELCO. Is that better?

Senator STAFFORD. I think so.

Ms. DELCO. Thank you.

We were concerned about the set-asides because in most instances the States need the flexibility to establish their own priorities. We have no quarrel with the emphasis on needy populations. But we think that the States are in a better position to determine the priorities in serving those needy populations, particularly when the Federal match is 11 State dollars to 1 Federal dollar; and we think that the flexibility afforded us would give us the greatest opportunity to maximize the use of those dollars.

We applaud a Federal role, particularly since we think that what this act does has a direct impact on national defense as well as human and social needs; but we are concerned about giving the States maximum flexibility.

Senator STAFFORD. Thank you very much. Is there any further comment by the panel?

[No response.]

Senator STAFFORD. If not, let me direct this question indiscriminately to Ms. Goldsmith, Mr. Casteen, and Dr. Walter—or any one of you.

Considerable research has indicated that the Federal vocational dollar is considerably watered down by the States as it's distributed among regular high schools, comprehensive high schools, area vocational centers, and postsecondary institutions.

Furthermore, regular and comprehensive high schools do not appear to have the capacity to operate to any significant degree a modern vocational program.

Therefore, should the Federal Government focus this money on area vocational centers, where it's more likely that the critical mass can be accumulated to operate effective programs?

Also, in this regard, the subcommittee has heard testimony that because of declining enrollment in secondary schools, regular high schools are reluctant to further diminish daily enrollment by sending children to area vocational centers and, therefore, are depriving area centers of students.

Would you comment on these observations?

Dr. WALTER. Mr. Chairman——

Senator STAFFORD. Dr. Walter.

Dr. **Walter**. May I use Ohio examples since I'm most familiar with that?

This year we have a higher percentage of our juniors and seniors in vocational education and job training programs than we've ever had before—42 percent. So the declining enrollment certainly has not kept the small schools from sending their youngsters to the area vocational schools.

Second, the rural population is well-served, as is the major city population, and percentages do not vary tremendously between these two different geographic locations within our State.

I think that if the Federal law has a weakness that weakness does not relate to the fact that States may water it down. I think that it actually has in it a kind of flexibility, that States pick up on that flexibility, and direct those funds toward vocational education in comprehensive high schools—which we do for about 60 percent of our youngsters. About 40 percent of them get their vocational education in area schools. That can be done. But it does take close monitoring. And the State must be very careful that the funds are targeted to the populations.

That certainly is not a valid criticism universally throughout our great country.

Senator **Stafford**. Thank you very much.

Is there further comment?

Ms. **Goldsmith**. I'm not sure I'm ready to comment further on what Dr. Walter has said. Certainly in my own State of Maryland we would dissent heartily from any watering-down of State funds. It simply hasn't happened.

In fact, in our own State we have general assembly funds which are targeted to vocational education. I think that may have been true at one time, but we have—there's been a great deal of reform in vocational education and programs for young people—well over 60 percent of the young people in Maryland are in vocational programs.

We have won awards for nontraditional training for women and nontraditional roles in terms of vocational education so far as placing our young men in nontraditional roles through vocational education.

So there's been a lot of movement over the last 5 years across the country for which there are probably statistics to show.

Senator **Stafford**. Thank you.

Mr. Casteen.

Mr. **Casteen**. Mr. Chairman, on that question I suppose I would have to speak as a State official, and not for NGA; because I don't think NGA has addressed that issue specifically.

But I would make the observation that to the extent that it might be shown that the funding is dissipated too broadly, the dollar is spent in too many places without achieving the kinds of ends that Congress might wish, I suspect that targeting a particular type of school as the place in which the funds are to be spent, might well amount to creating a franchise; rather than targeting results.

And I suspect that the Congress interest might be better served by identifying specific kinds of changes in the work force that would be in the national interest.

It is the case, for example, that in many parts of the country, the so-called vocational education center is not the customary place, as other speakers have suggested, that the service is to be delivered. The fact is also that in many parts of the country emerging industrial establishments are asking for greater integration of academic and vocational education, and not for greater separation of them.

Finally, it's the case, I suspect, that any franchise that has a kind of guaranteed access to money is likely over time to grow less sensitive to markets than it ought to be.

I can remember, for example, about 3 months ago sitting through a review of a vocational program in one of our Virginia communities, in which the chairman of the programs spoke with great pride of its ability to produce large numbers of workers qualified for the building trades.

Now, the building trade in that community has been in a state of depression for about 6 years; and there was enormous pride in the educational ability of the program to produce skilled workers for the trade, but no real sensitivity that the trade, itself, was a market.

Senator **STAFFORD**. Thank you very much.

Now let me present this question: Much of the discussion regarding a new act has centered around whether the new law should support general prevocational education or occupationally specific vocational education.

What are your thoughts on this distinction? What should the Federal Government fund? And at what levels of education—secondary, or postsecondary?

How are these objectives best met?

Does anybody care to comment on that? The Chair would say that, if you would prefer, we would be glad to accept responses in writing to any of these questions rather than expect you to answer them cold here this morning.

Dr. **WALTER**. Mr. Chairman, I would like to comment briefly on that.

Senator **STAFFORD**. All right?

Dr. **WALTER**. And that is that young people leave our high schools, they are not going on to higher education; they need a saleable skill if they're to be employed. And our effort has been directed toward initial employment as well as to the ability to be retrained. This means there has to be a strong academic program as well as a strong job training program.

And I think that is essential, and that that concept continue to be incorporated into the act.

Second, there is a need for posthigh school adult vocational education, a great need in the changing technology and the changing workplace.

Certainly that kind of flexibility ought to also be provided.

But the present provision of the Vocational Act essentially meets, we think, the criteria for high school and posthigh school training programs.

Ms. **DELCO**. Mr. Chairman, may I comment?

Senator **STAFFORD**. Ms. Delco.

Ms. **DELCO**. One of the concerns I think that we have as legislators in being responsive as you on the national level, are to the cries of constituents who pay taxes. And we are seeing increasingly that even if people are college bound, and would be assumed at this point not to utilize vocational skills, more and more young people are going to college part-time, and over longer periods of time; so no matter what level you are addressing in terms of education, there would be some recognition of and appreciation for the availability of a saleable skill.

And so I would strongly encourage a consideration for all levels of education insofar as the dollars would make possible.

Senator **Stafford**. Thank you very much.

I have a final question, Dr. Walter, for you, and that's this:

In your testimony, you recommended individual employability plans for disadvantaged students. Would this plan also be applicable to handicapped students? And what would be the specific elements and requirements of such a plan?

For instance, would it be similar to the requirements of the IEP in Public Law 94-142?

Dr. **Walter**. Mr. Chairman, we—our recommendation is incorporated into the written testimony that we submitted; and that would be based not entirely upon the concept of an IEP. However, the IEP is working in the area of the handicapped, I think, quite well. It created some consternation when it was put in place; but it is now working to correct the education of handicapped youngsters.

However, in the individual plan that we're talking about, we're thinking more of accessability, of anaylzing the student's potential in various fields, providing a targeted vocational education in a way that would be different from IEP. It's actually a planning mechanism, rather than the concept of the IEP.

Senator **Stafford**. Thank you very much.

Senator Quayle, do you have questions of this panel?

I have one general theme I'd like to explore. I notice in a brief reading and listening to the testimony some of you mentioned the possible coordination of vocational education and the job training partnership act. I would like to know basically, do you feel that there is a lack of coordination, consolidation, and communication between those in the vocational education area and the training area? Representative Delco.

Ms. **Delco**. I would have to say that up to now there has been. And one of the concerns that we have as State legislators yet is the coordination role, particularly since we're very mindful of the consideration that the Congress had in giving the legislatures a role in the job training program. And we are very appreciative of that.

We feel that there's a responsibility on our part, too; and we're going to try to exercise that.

But so often, as I said in my statement, we've got so many States doing so many different things that we do need to kind of coordinate on our level some of the activities; because more and more States are having to avail themselves of vocational education opportunities. And we're going to have to maximize the provision of those services.

Senator **Quayle**. Do you agree with that, Ms. Goldsmith?

Ms. **Goldsmith**. I have no problem with that, Senator. I think it's important that we begin to work together.

I think your partnership act—we just talked about the advisory councils that have been set up in the Governor's office could prove to be useful. But, quite honestly, they are just now being named and going into effect. And I'm not sure how they're going to work. It looks very good on paper, and we are delighted about what that may mean for us.

But I hestitate to put my association down strongly until we have additional experience.

Senator QUAYLE. Dr. Walter, do you see a lack of coordination between the two?

Dr. WALTER. Senator Quayle, I think that we have to work at that coordination very hard.

In our State I'm a member of the Job Training Partnership Training Act Advisory Council appointed by the Governor. We also have a joint commission between the State Board of Regents and State Board of Education to work with the postsecondary programs. We do have to work at that.

I think it can be done. It is certainly a very legitimate State concern, and it has to be planned; it doesn't happen by accident.

Senator QUAYLE. Mr. Casteen, do you see a problem in the coordination and communications between these two training systems at the State level?

Mr. CASTEEN. Senator, there's a problem there. There is a larger problem in addressing your question from my perspective as an educator: I suspect that there is no activity in education that is more subject to turf battles and periodic lack of communication within the trade, than is vocational education and the training community.

And I can give you some examples of where we break down:

I have as chief educational officer in a State a very hard time coordinating efforts among my 4-year colleges, my 2-year colleges, and my public schools. Private vendors of the same services are often viewed with considerable hostility by the public vendors, and vice-versa.

I have a fairly difficult time maintaining a dialog between private employers who either provide their own training services or make training demands on schools, and school leaders.

I have become aware that that is one level of dialog that involves Governors and people in positions like my own, in which private industry typically will ask for more advanced, more complex skills on the part of those who enter the job market; but there's a different dialog that takes place at the local level where personnel officers and industrial operations that actually hire graduates, will often be asking for much more job-specific skills, less in the way of potential advancement or flexibility or change over the course of a career.

Now, there's another aspect to your question that I think is important: and that is that addressing this as a practical matter in my own daily work, I am not confident that this is a Federal issue.

It seems to me that as Dr. Walter suggested, it is something that school people who are responsible for schooling in the States fairly have as a daily obligation. My problem with regard to resolving the issue is frequently there are sound reasons in terms of margins of programs, in terms of purposes of programs, for a great deal of variation from one program to another. And I am concerned that it may well be that a common denominator somewhat lower than the level of the Federal Government may be the place to address the problem.

Senator QUAYLE. I certainly would subscribe to the idea that the communication, dictation and expertise of the Job Training Partnership Act and Vocational Education Act would take place at the State or local level. I certainly don't believe that this Congress, and certainly this administration, is trying to usurp any State functions of State responsibilities, whether it's in this area or any other area.

Do you believe that an important contribution that we could make as we look at the Vocational Education Act, is to try to better coordinate—at the Federal level—vocational education and training; and try to incorporate some principles—not that the Federal Goverment is going to get involved—to achieve a better understanding at the State and local level on how vocational education maybe coordinated with training and retraining of the dislocated worker under the Job Training Partnership Act?

Wouldn't it be helpful at the State and local levels if we could come up with some sort of guidelines, to have a consolidation and work together in a partnership in a more structured atmosphere, than we presently have?

And if you agree with that, I would appreciate your acknowledging that; and if you have any specific recommendations on how we might enhance this workability between the two groups, would like to hear your views. We also need to make sure that we have the incorporation and understanding of the private sector—because that was one of the main functions of the Job Training Partnership Act. There's a lot of cynicism out there, particularly in small businesses, that they just don't want to have anything to do with Government programs. I am sure that you run into that. We ran into that when we developed the Job Training Partnership Act.

Do you think this is a sincere and objective goal that we ought to pursue; and if so, do you have any specific recommendations?

Mr. CASTEEN. Senator, I think the goal is an important one.

If I understand the concept you're working on, the mechanism would be to set specific goals for the results to be achieved as a result of the expenditure, to define the Congress purpose very clearly in the bill, the kind of principles you were talking about?

I see that as constructive. Although I would have to acknowledge that the issue is complicated; but it is the case that in some States the opportunity for substantial new investments in the new technology areas is not great; that in other States there clearly is a coming era of real prosperity if the States respond in education to the needs of corporations that will bring new employment into those States.

The hard thing—and I guess I appreciate your raising this issue, because I think it is a genuine core issue for the Senate in this kind of legislation—is defining the purpose of the Congress clearly enough that the national interest is served, while, at the same time, the States are neither required nor enfranchised to carry out some one specific kind of educational program, possibly to the jeopardy of the States' larger interest.

Senator **Quayle**. I don't believe that we would want to be involved in any kind of mandate or enforcement provisions of States' rights and States' autonomy, in which has traditionally been a State function.

But I do believe—and I think that each one of you addressed it in answer to my first question—we need to look at the fundamentals of communication and execution at the lowest level.

Now, we've all agreed that there's a federal role for vocational education. We've all agreed that there's a federal role for job training, and there's funding there.

Therefore, perhaps it would be helpful to consider how we can get better consolidation at the Federal level. Wouldn't it be useful for us to take a stab and try to venture into these complex waters—they're not only complex, but they're politically dangerous, because you've got different constituencies out there. And if you think that your fight is bad at the local level, you ought to see what it is up here. Maybe it is worse out there, but it's pretty bad here, too.

And I know that we're going to be traveling down that road, with the caveat in mind that it's not going to be easy, but I want to be absolutely clear that it would be very useful for us to try to explore and incorporate this into the vocational education, reauthorization bill.

We talked about the need for skill training, whether it's defense or nondefense. We now have structural unemployment at 6 or 7 percent. That's an historic high. And we're going to have to do something about it.

I would certainly think that the Job Training Partnership Act is going to go a long ways in education; but what we've got to do in my opinion is see what kind of coordination is possible and try to move these various constituencies in a compatible, more concilliatory attitude.

I just want to know if you all agree with what Mr. Casteen said, that this would serve as a useful and important function of this committee?

Ms. **Delco**. Senator, I think that as long as there are broad guidelines—one of the problems we have in Texas is a grave suspicion of Federal mandates in terms of specifics. There's a lot of effort being made right now to retool in Texas toward growing technological and computer-based industries. And so our emphasis has been on partnership with business, which is why we appreciate the jobs training bill.

But at the same time we recognize that there has to be not just a partnership between State government and business, but partnership between education as an entity and business.

And to the extent that the Federal Government through the Vocational Education Act can support that in general terms, we appreciate it.

But when you get to specifics, especially the specificity that ties the dollars, then we are in trouble in terms of the States being able to be helpful and appreciative.

Senator **Quayle**. Well, do you think we ought to make an effort to try to get better communication and consolidation?

Ms. GOLDSMITH. Certainly the effort would be useful. I don't have a solution any more than Mr. Casteen. And I apologize.

I think we ought to be looking at it. We'd like to have an opportunity to put in writing some of our thoughts about it. We do not want to be prevented from working with the private sector. We recognize it's true, indeed in one State and certainly not true in another State—and so the language to provide for it would have to be general enough to allow the States to be able to meet its needs.

Everbody needs to coordinate. We're not objecting to that. But we have some concern about very specific kinds of directions. We are already trying very, very hard to cooperate. You've had examples, I am sure, from the big cities, the schools there, for example, right here in Washington, D.C., with business and industry. There's a whole consortium in the Southern States, led, I believe, by North Carolina, with a broad industry and business net; and they are doing a great deal of cross-fertilization, if you will, of job needs and job training.

In my own State the vocational advisory council is sponsoring around the State, as well as a statewide conference, on technical education, and has brought in most of what we call the Route 29 business people to talk to education and business leaders and local school system leaders. So there's a lot of voluntary things happening now, I think.

So that's probably why we are reluctant to say, "X" needs to be put in the law. By the time the law is written an awful lot of us are going to be at the place where a lot of the coordination is happening.

Senator QUAYLE. Well, I would not anticipate a specific recommendation today, but I would solicit the ideas of the panel—or, Mr. Chairman, any other panel during these hearings if I am not here—because it is a general theme that I am interested in. I personally believe that it's a general thesis we ought to be talking about and to pursue.

Dr. Walter, do you have any final comments?

Dr. WALTER. Senator, I think that as we look at that and it might be we would also have to look at the advisory councils and their role, because they do exist, and how they could participate in that and Jobs Training Partnership Act, as an advisory body and with industry cooperative efforts, that are underway in our State and almost all States, and see that we didn't create yet another superstructure for communication.

And as we think about that, those existing entities ought to be included in any kind of a structure for coordination in education.

Senator QUAYLE. I can assure you that my direction is not for another superstructure—but less. [Laughter.]

How we can have less bureaucracy and less structures, I think, would be far more beneficial to the ends we seek to serve.

Thank you very much, Mr. Chairman.

Senator STAFFORD. Thank you very much, Senator Quayle.

And my thanks to all the members of this panel for your help to this subcommittee in approaching the task of redrawing the vocational education program. Thank you very much, indeed.

Senator STAFFORD. Now the Chair will ask the second panel if you would please come forward.

The Chair indulged the first panel a bit in time, and now we won't be able to do the same with the second panel; theoretically, we may be meeting illegally under Senate rules in half an hour. The Chair, however, is going to see that a reasonable time is available to the panel in any event.

But let me doubly reinforce what I asked the first panel. Since your full statements will be introduced in the record please don't read them if they are going to run over 10 minutes, but please summarize. Otherwise, even this hour won't be enough, and the Chair will have to conclude the meeting not later than 12:30.

This panel consists of Senator James Elkins, chairman, Tennessee State Advisory Council on Vocational Education, from Nashville, Tenn.; Dr. Philip Viso, associate superintendent, Chicago Public Schools, Chicago, Ill.; Dr. John D. Rowlett, vice president, Eastern Kentucky University in Richmond, Ky.; and Dr. David Pierce, executive director, Illinois Community College Board, Springfield, Ill.

In this case, it would be the Chair's intent to take the panel in the order in which you are listed; but maybe we'll start at the opposite side of the table from the last panel. That means, Senator Elkins, you are at bat first.

STATEMENT OF SENATOR JAMES E. ELKINS, CHAIRMAN, TENNESSEE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION, NASHVILLE, TENN.; DR. PHILLIP VISO, ASSOCIATE SUPERINTENDENT, CHICAGO PUBLIC SCHOOLS, CHICAGO, ILL.; DR. JOHN D. ROWLETT, VICE PRESIDENT, EASTERN KENTUCKY UNIVERSITY, RICHMOND, KY.; AND DR. DAVID PIERCE, EXECUTIVE DIRECTOR, ILLINOIS COMMUNITY COLLEGE BOARD, SPRINGFIELD, ILL.

Senator **Elkins**. Thank you, Mr. Chairman, I will try to be brief.

I have with me today Mr. Wallace M. Vog who is the president of the National Association of Executive Directors of Vocational Education Advisory Councils. He is also the executive director of the New York State Advisory Council.

I am James Elkins, and I am presently chairman of the Tennessee Advisory Council for Vocational Education. Additionally, for the past 15 years, I've served as a member of both the senate and the house of the Tennessee Legislature, and also a parent and a businessman; and in all of those capacities I have made a commitment to education.

I sincerely thank you for the opportunity to address this body on the issue of governance of vocational education. My comments will reflect the official position of the State Advisory Councils for Vocational Technical Education across the country.

Before I begin my presentation, may I say that my testimony rises not from personal or State agency or lobbying or any other interest, other than the interest of you as a congressional body. My testimony comes from the results of federally funded studies produced by State advisory councils on vocational and technical education in the 50 States and territories, by volunteer representatives of business, industry, labor, government, and the general public, the same constituencies from the States that you represent.

We speak without hidden agendas and self-interest, but are speaking for the common good of the people.

There is definitely a Federal role in the governance of vocational education.

State Advisory Councils on Vocational and Technical Education believe a detailed description of that role is contained in the official State Advisory Council on Vocational and Technical Education position on reauthorization which I have previously provided for you.

However, I would like to emphasize a few issues of that position:

Vocational education, training, address national concerns of economic and industrial revitalization, unemployment, and advancement of affordable high technology. There should exist at the Federal level an education entity to provide national leadership to vocational education. The Federal entity should assist States through a sole State education agency responsible for vocational and technical education at all levels of education, including postsecondary, secondary, and adult. The local educational delivery system should be assisted with Federal funds which are administered through the sole State education agency responsible for vocational-technical education.

Governance of vocational education is provided through a coordinate State vocational education system which is, for the most part, dependent upon local agencies for the delivery of services.

At the Federal level, governance should be confined to defining who in the State shall administer funds, how those funds will be used within broad parameters to address the national priorities. Requiring the establishment of a planning process which will assure a broad base of input. Provide for the ability of the local delivery system to respond to national priorities which are largely dependent upon the financial resources which are available as well as the impact the local agencies have upon the planning process.

All who have been associated with vocational education have pleaded for more flexibility in funding. Block grants are not the solution for vocational education. While we tend to overlook the issue, the way funds are provided to the States is a governance issue.

State advisory councils are in favor of categorical funds for vocational education. We must recognize that it is critical to maintain a viable vocational education offering if we are to provide business and industry with trained employees currently and in the 21st century.

Our new legislation should recognize that funding priorities carry with them a measure of governance. We recommend that funding address four identifiable categories:

In accordance with a required State-planning mechanism, Federal funds should be provided for activities which are universally beneficial and/or directly relate to national priorities.

Federal legislation should provide for the continuation of program improvement, the determination of specific State needs to be a part of a State-planning mechanism.

Federal dollars should be provided to expand the capacity of the work force by improving vocational education programs and assuring access for all populations.

And Federal funding should be continued to support national and State advisory councils on vocational education which assures active participation of business, industry, labor, agriculture, government, special target populations, and the general public.

The final recommendation on funding brings me to the subject probably closest to my heart, and that is the role of the advisory councils.

I shall keep my comments about councils short and confined to governance.

As advisers, councils serve as objective evaluators of the system, and must be included in the new legislation.

The majority of State advisory council members across the country are individuals like myself who will one day employ the product of the vocational programs. State advisory councils are actively involved in the planning and evaluation of vocational programs. We advise on vocational education policy which will move training forward to meet the need of the present and future job market.

Vocational education needs resources to address the critical issues of developing the competent, highly skilled work force needed to get America's economy moving, impacting unacceptably high youth and adult unemployment, and responding to the new demands created by technological and information-intensive society.

I suppose, Mr. Chairman, equally as important to all those things, vocational education impacts on the very quality of life. Perhaps Teddy Roosevelt said it best when he said that, "Far and away the greatest prize life offers is the chance to work hard at work worth doing."

We need and appreciate the help that you give us and the hard work that you expend to make sure that every American has the opportunity to do their work worth doing.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Elkins follows:]

TESTIMONY

Mr. Chairman, members of the Education Arts and Humanities subcommittee, my name is James Elkins. I currently serve as Chairman of the Tennessee Advisory Council on Vocational Education. For many years, as a member of the Tennessee Legislature, a parent and businessman, I have made a commitment to education. I sincerely thank you for the opportunity to address this august body on the issue of governance of Vocational Education. My comments reflect the official position of the State Advisory Councils for Vocational Technical Education across the country.

Before I begin my presentation, my testimony rises not from personal, state agency, lobbying or any other interests other than the interests of you as a congressional body. My testimony comes from the results of federally funded studies produced by state advisory councils on vocational and technical education in the fifty states and territories by volunteer representatives of business, industry, labor, government and the general public, the same constituencies from the states you are representing.

We speak without hidden agendas and self interests, but are speaking for the common good of the people.

There is definitely a federal role in the governance of Vocational Education. State Advisory Councils on Vocational and Technical Education believe a detailed description of that role is contained in the official State Advisory Council on Vocational and Technical Education position on reauthorization which I have provided for you. However, I would like to emphasize a few issues of that position. Vocational Education and training address national concerns of economic and industrial revitalization, unemployment, advancement of affordable high technology. There should exist at the federal level, an education entity to provide national leadership to Vocational Education. The federal entity should assist states through a sole state education agency responsible for Vocational and Technical Education at all levels of education, including post secondary,

secondary and adult. The local educational delivery system should be assisted with federal funds which are administered through the sole state education agency responsible for Vocational Technical Education.

Governance of Vocational Education is provided through a coordinated state vocational education system which is, for the most part, dependent upon local agencies for the delivery of services. At the federal level, governance should be confined to defining who in the state shall administer funds, how those funds will be used within broad parameters to address the national priorities. Requiring the establishment of a planning process which will assure a broad base of input. Provide for the ability of the local delivery system to respond to national priorities which are largely dependent upon the financial resources available as well as the impact the local agencies have upon the planning process.

All who have been associated with Vocational Education have pleaded for more flexibility in funding. Block grants are not the solution for Vocational Education. While we tend to overlook the issue, the way funds are provided to the states is a governance issue. State Advisory Councils are in favor of categorical funds for Vocational Education. We must recognize that it is critical to maintain a viable Vocational Education offering if we are to provide business and industry with trained employees currently and in the 21st century.

Our new legislation should recognize that funding priorities carry with them a measure of governance. We recommend that funding address four identifiable categories:

> In accordance with a required state planning mechanism, federal funds should be provided for activities which are universally beneficial and/or directly relate to national priorities.
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> Federal dollars should be provided to expand the capacity of the work force by improving Vocational Education programs and assuring access for all populations.

> Federal funding should be continued to support National and State Advisory Councils on Vocational Education which assures active participation of business, industry, labor, agriculture government, special target populations and the general public.

The final recommendation on funding brings me to the role of Advisory Councils. I shall keep my comments about councils short and confined to governance. As advisors, councils serve as objective evaluators of the system and must be included in the new legislation.

The majority of State Advisory Council members across the country are individuals like myself who will one day employ the produce of the vocational programs. State Advisory Councils are actively involved in the planning and evaluation of vocational programs. We advise on Vocational Education policy which will move training forward to meet the need of the present and future job market.

It is important to bring to your attention that we have found that 84 percent of persons 25 years and over in the current job market do not have a baccalaureate degree. Ironically, those students have received less than fifty percent of funds available for training.

On this note, Mr. Chairman, may I____________

Senator STAFFORD. Thank you very much, Senator Elkins, we appreciate your help.

Next the Chair will invite the testimony of Dr. Phillip Viso, of Chicago.

Dr. VISO. Mr. Chairman, my name is Phillip Viso. I am the assistant superintendent for vocational education in the Chicago public schools. My responsibilities touch 435,000 young people daily within the Chicago public schools. In addition to that, I am in charge of adult education and dropout preventation.

I am pleased to testify today before the subcommittee on the reauthorization of the Vocational Education Act on behalf of the Council of the Great City Schools.

Currently in its 27th year, the council is an organization of 30 of the Nation's largest urban school systems. On its board sit the superintendent and one board of education member from each district, making the council the only national organization so constituted, and the only education coalition whose membership is solely urban.

The council's membership serves over 4 million students or 11 percent of the Nation's public school enrollment. Roughly 32 percent of our population are black children, 26 percent Latino children, and 21 percent Asian children. More than one-third of residents of our school districts are children residing in families who receive public assistance; and more than 70 percent of the enrollment is minority.

Mr. Chairman, the council would like to focus its testimony on the issue of governance in vocational education. As a backdrop to the discussion, however, we would like to highlight a number of demographic issues that bear on that topic and that relate to one of vocational education's most persistent problems, that of equity.

The Monthly Labor Review has compiled data to show that the fastest growing occupations between today and 1990 will be in high-technology areas, such as electronics, computers, and so forth. The largest number of new jobs, however, will continue to be in relatively low-paying occupations, such as janitors, hospital orderlies, salesclerks, and so forth.

The National Center for Education Statistics estimates that between 1980 and 1990 the overall minority youth population will increase by 4.9 percent, while the white population will decline by 9 percent.

Data collected by Levy in 1979 has shown that while 28 percent of all male teenagers live in central cities, the proportion amongst white teenagers is 23 percent, compared to 58 percent of black male teenagers. Minority youth populations are then becoming more densely concentrated in urban areas.

The female share of the labor force is expected to grow over the next 15 years from 40 to 45 percent, with women entering career occupations as opposed to simply work to make ends meet until they get married.

The employment rate for—unemployment rate for adult black males is nearly 20 percent, and over 50 percent for black youth. In addition of all families with female heads residing in the central cities, 40 percent live below the poverty line.

The disparity between low-income minority and female urban residents and the balance of the Nation is scandalous, and is made worse by many of the administration's current policies. Without important changes in our national training and employment practices, we are on the verge of fulfilling the portents of the Ker Commission, which warned of a permanently unequal society.

Congress has a unique opportunity at the present time with programs like the Vocational Education Act and the Job Partnership Act to close the gap between the haves and have nots in our society.

The final NIE vocational education study concurs with the views of many of the advocates that the Vocational Education Act is very close to being a block grant now, and does not work well to assure equal access for women, minorities, the disadvantaged, or the handicapped.

Consequently, cities have not shared in vocational education's benefits as might be expected. While 22.8 percent of the population and 29 percent of the youth population, aged 16 to 24, live in inner cities, only 13.3 percent of the vocational training stations, and 8.1 percent of all secondary and postsecondary institutions are located therein.

Date collected by the council indicate that the city share of Federal vocational education appropriations stayed at about 8 percent from the midsixties to the midseventies, for a brief time rose to about 12 percent; and has leveled off to about 10 percent since 1980.

Because urban areas have the highest concentrations of minorities, the disproportionate underfunding of vocational education in the cities has the effect of limiting access of minority students to the kinds of vocational programs that can lead to skilled, well-paid employment.

From our perspective the program goals are so diffuse and the program funding so diluted that there is almost no chance that it can make a substantial impact on economic development.

Federal vocational money should now be targeted to those locales and those populations most in need of help.

It is against this backdrop that the issues of governance is considered by the city schools. The current block grant nature and the proposed block grant structure for vocational education holds no promise that cities will benefit from vocational programs. It is clear from our perspective that this ambiguity in the law encourages States to attempt too much with too little. The problem is exacerbated when the local school authorities must deal with multiple vocational entities at the State level.

If there is indeed a national goal to be met through vocational education, and that goal is to increase access for females and minorities, then the present governance structure of State control of funding must be altered. As currently devised, the State distribution of funds and State control over that distribution has not resulted in better programing for hard-pressed urban areas.

In light of these concerns we respectfully recommend to this subcommittee, the following:

One, that the Vocational Education Act be reauthorized as soon as possible.

Two, that the proposed block grant for vocational and adult education be rejected in favor of a strict categorical program.

Three, that funding under the legislation be targeted within the state on the basis of need, akin to Chapter I, ECIA. The council would recommend a nationally targeted within-State formula based on such factors as poverty or unemployment, with special provisions for intermediate districts or schools. A second option might be to use the service delivery mechanism under the Job Training Partnership Act for targeting purposes, leaving non-SDA's for balance of State programs.

Four, that the focus of the new legislation be on emerging technology, innovation and experimentation, updating of facilities and equipment, and access for minorities and women.

Five, that incentives be included in the law for cooperative training programs with local private industry, perhaps in the form of a private public matching provision.

Six, that the new partnership legislation be closely tied to the Job Training Partnership Act and any new math-science legislation that is passed.

Seven, that the new legislation allow support for prevocational and exploratory vocation education classes.

Eight, that the new legislation allow additional inservice training mechanisms for teachers and staff.

Nine, that the new legislation provide assistance in the form of subsidies and/or low interest, deferred payment loans to qualified youth to purchase tools and other equipment for cooperative education jobs.

Ten, and finally, that the authorized funding limit for the program be placed at no less than $1.5 billion.

Thank you.

[The prepared statement of Dr. Viso follows:]

Testimony on the Reauthorization of Vocational Education
Presented to
The Senate Subcommittee on Education, Arts and Humanities
of the
Committee on Labor and Human Resources
U. S. Senate

March 2, 1983

by
Phillip Viso
Associate Superintendent
Chicago Public Schools

On Behalf Of
The Council of the Great City Schools

Testimony on the Reauthorization of Vocational Education

Mr. Chairman, my name is Phillip Viso and I am the Associate Superintendent for Vocational Education in Chicago Public Schools. I am pleased to testify today before this Subcommittee on the reauthorization of the Vocational Education Act on behalf of the Council of the Great City Schools.

Currently in its 27th year, the Council is an organization of 30 of the nation's largest urban school systems. On its Board sit the Superintendent and one Board of Education member from each district, making the Council the only national organization so constituted and the only education coalition whose membership is solely urban.

The Council's membership serves over 4 million youngsters, or 11% of the nation's public school enrollment. Approximately 32% of the nation's Black children, 26% of the Latino children, and 21% of the Asian children are being educated in our schools. Almost one-third of our enrollments are of children who reside in families receiving public assistance, and over 70% of the average enrollment is minority.

Mr. Chairman, the Council would like to focus its testimony on the issue of governance in vocational education. As backdrop to the discussion, however, we would like to highlight a number of demographic issues that bear on that topic and that relate to one of vocational education's most persistent problems -- equity.

A great deal of testimony has been heard by the Subcommittee on the need of vocational education to assist in revitalizing our economy through training in emerging industries. The Monthly Labor Review has compiled data to show that the fastest growing occupations between now and 1990 will be in the "high technology" area; including computer analysts, operators, programmers, engineers, and office machine repairmen. The largest number of new jobs, however, will be created in relatively lower-paying service occupations, e.g. janitors, hospital orderlies, sales clerks, waiters/waitresses, secretaries, and food sercice workers.. A survey by Serrin in 1980 predicted that cashiers, custodians, cooks, security personnel and others will show unusually large job openings through the mid 1990s. In general, white collar occupations having higher educational requirements will show the fastest growth while lower-paying service occupations will provide the greatest number of jobs.

At the same time this growth occurs, a change of a different kind will also be happening. The National Center for Education Statistics estimates that between 1980 and 1990 the overall minority youth population will increase 4.9% while the White population will decline 9.0%. By 1990 the national youth cohort will be 30% minority, and as high as 45% in states like California and Texas. The Institute for the Future has done work similar to NCES on the demographics of youth race and has arrived at similar conclusions.

In addition to this change in the composition of the youth cohort, the distribution of these youth is also changing. The share of youth and young adults ages 14-24 that live in urban areas increased between 1950 and 1970 from 62.1% to 75.2%. During this same period the proportion of youth in the urban population who were minorities increased from 7% to 11%. Data collected by Levy (1979) have shown that while 28% of all male teenagers live in central cities, the proportion among White teenagers is 23 percent, compared to 58% of Black male teenagers. Minority youth populations, then, are becoming more densely concentrated in urban areas, and urban areas are becoming predominantly "minority" in makeup.

In addition to this trend, women will comprise an increasing share of the nation's workforce in the future. The female share of the labor force is expected to grow from about 40% in 1977 to 45% in 1995 according to the Institute for the Future. At present, however, women continue to earn only about two-thirds of the wages earned by males, and continue to hold a disproportionate number of jobs at the low end of the economic scale.

These two trends for both women and minorities have substantial implications for the cities. The employment rates and the wage earning capacity of both groups is far below the balance of society. The unemployment rate for adult Black males is near 20% at present, and is over 50% for Black youth. In addition, of all families with female heads residing in the central cities, 40% are below the poverty line. Evidence on unemployment, income distribution, and occupational status show a continuing disparity between the relative status of low-income urban workers (especially minorities) and others in the American labor force. The residential segregation of minorities in economically troubled inner-cities has a particularly close relationship to the high rates of unemployment and underemployment among minorities overall.

The disparity between low-income minority and female urban residents and the balance of the nation is at scandalous proportions, and made worse by many of the Administration's current policies. What is becoming increasingly clear, however, is that this gap will continue to grow without federal intervention. Unless further policy changes are enacted, it is evident that the increasing numbers of women and minorities in the labor force in the future will fill the large number of low-paying service jobs that are expected to open up. Conversely, it is also likely that those in better circumstance will fill the positions of higher paid technicians in disproportionate numbers if the present course is followed. Without important changes in our national training and employment practices we are on the verge of fullfilling the portents of the Kerner Commission which warned of a permanently unequal society.

The Congress has an unusual opportunity at present with programs like the Vocational Education Act and the Job Training Partnership Act to close the gap between the "haves" and "have-nots" in our society. The benefit of this is not only to improve the quality of life in the cities but to enhance the general productivity of the nation. It will be extremely difficult for the economy in general to prosper in the future without added training attention to groups that have been ignored and that are growing in size. It is in this sense that the goals of equity and national productivity for vocational education blend.

Unfortunately, the vocational education program as currently structured at the federal level is incapable of meeting this important challenge. It would be even less capable as a "block grant". The final NIE Vocational Education Study concurs with the views of many advocates that the Vocational Education Act is very close to being a block grant now, and does not work well to assure equal access for women, minorities, the disadvantaged, or the handicapped. According to the NIE Study:

> "The States have used the discretion they enjoy to spend almost 91% of their basic grants for either the general support of vocational programs or for State and local administration. Uses authorized primarily to induce change, such as sex equity activities, energy programs, and placement services together accounted for only 1.3% of all expenditures of federal funds. However, national figures mask an important fact; namely, that only a few States are responsible for most such expenditures... This pattern does not mean that States are not complying with the legal requirements. They are spending the required amounts on the mandated uses, and they exercise the legally granted discretion they have to use federal funds for program and administrative purposes... It is not surprising that under permissive legislation States do not automatically use federal funds to realize federal objectives which they may not share."

The result of this discretion has been that the cities have not shared in vocational education's benefits as might be expected. While 22.8% of the population and 29% of the youth population ages 16-24 live in inner-cities, only 13.3% of the vocational training stations and 8.1% of all secondary and post-secondary institutions are there. In addition, the construction of these new facilities in the cities continues to lag behind those in other areas. Not only are there fewer vocational education facilities in urban areas, but those which exist tend to be of lower quality with less updated equipment than the surrounding suburbs. Data collected by the Council indicate that the city share of federal vocational education appropriations stayed at about 8% from the mid-1960s to the mid-1970s, rose to around 12% immediately following the 1976 Amendments, and has leveled off at around 10% since 1980. Because urban areas have the highest concentrations of minorities, the disproportionate underfunding of vocational education in the cities has the effect of limiting access of minority students to the kinds of vocational programs that can lead to skilled and well-paid employment.

We would underscore here some of the findings of the NIE Vocational Education Study on the distribution of funds to high need areas and services to high need children:

1.) VEA funds are distributed to States and territories with little regard to differences among them in fiscal capacity and no regard to the relative costs of education.

2.) Aspects of the intrastate distribution procedures are ambiguous, lack clarity, and are faulty.

3.) The intrastate distribution procedures permit States to allocate federal funds in line with goals and priorities which may or may not be congruent with those of federal policy.

4.) The many factors driving the intrastate distribution of federal funds are not always mutually reinforcing.

5.) Federal grants, the instrument for assisting States, have been too limited in scale to help the States with the task of realizing all the objectives of federal policy.

6.) The successive amemdments to VEA in combination with civil rights laws and other legislation, have stimulated states to make a greater effort to serve students with special needs but federal objectives with respect to these students are imperfectly advanced under the current law.

From our perspective, the program's goals are so diffuse and the funding so diluted that there is almost no chance that it can make a substantial impact on economic development. At present the program is oriented strongly toward program maintenance at the State and local levels. The State's 10-1 match of State and local with federal funds provides clear evidence that these locals can and will provide for vocational education, and that the Vocational Education Act has achieved its intended purpose in stimulating job training in the public school sector. Having achieved this, however, federal vocational money should now be targeted in those locales and those populations most in need of help.

It is our belief that federal funds should be used for a new clearly stated national purpose: to enable state and local education agencies to modernize programs, equipment, and facilities and to experiment with innovative programming; and to stimulate efforts to increase employment access for the socially, economically, and politically disadvantaged in our society.

It is against this backdrop that the issues of governance is considered by the city schools. The current block grant nature and the proposed block grant structure for vocational education hold no promise that the cities will benefit from vocational programs. The present law is so ambiguous in how states are to distribute the VEA funds that it has lost much of its potential. It is clear from our perspective that this ambiguity in the law encourages states to attempt too much with too little, and puts those in greatest need (urban and poor rural areas) at odds with decision makers at the state level. The problem is exacerbated when the local school authorities must deal with multiple vocational entities at the state level.

If there is indeed a national goal to be met through vocational education and that goal is to increase access for females and minorities, then the present governance structure of state control of funding must be altered. As currently devised, the state distribution of funds and state control over that distribution has not resulted in better programming for hard-pressed urban areas.

In light of these concerns we would recommend to this Subcommittee the following:

1.) That the Vocational Education Act be reauthorized as soon as is feasible.

2.) That the proposed block grant for vocational and adult education be rejected in favor of a strict categorical program.

3.) That funding under the legislation be targeted within state on the basis of need (akin to Chapter 1 of ECIA). The Council would recommend a nationally-targeted within-state formula based on such factors as poverty or (unemployment, with special provisions for intermediate districts or schools. A second option might be to use the service delivery mechanism under the Job Training Partnership Act for targeting purposes, leaving non-SDAs for balance-of-state programs.

4.) That the focus of the new legislation be an emerging technologies, innovation and experimentation, updating of facilities and equipment, and access for minorities and women.

5.) That incentives be included in the law for cooperative training programs with local private industry, perhaps in the form of a private-public matching provision.

6.) That the new legislation be closely tied to the Job Training Partnership Act and any new Math/Science legislation that is passed.

7.) That the new legislation allow support for prevocational and exploratory vocation education classes.

8.) That the new legislation allow additional in-service training mechanisms for teachers and staff.

9.) That the new legislation provide assistance in the form of subsidies and/or low-interest, deferred payment loans to qualified youth to purchase tools and other equipment for cooperative education jobs.

10.) That the authorized funding limit for the program be placed at $1.5b.

Mr. Chairman, we thank you very much for this opportunity to testify before this very important Subcommittee. If we can provide you or your staff with more detailed programming needs of the cities, please do not hesitate to call on the Council of the Great City Schhols.

Senator **Stafford**. Thank you very much, Dr. Viso.

The next witness will be Dr. John D. Rowlett—I hope I pronounce your name correctly, Doctor?

Dr. **Rowlett**. Correct, sir.

Senator **Stafford**. Good.

Dr. **Rowlett**. Mr. Chairman, I appreciate the opportunity to present testimony before this subcommittee.

I serve as vice president for academic affairs and research, and dean of the faculties at Eastern Kentucky University. I am in my 32d year as a faculty member at this institution, and hold the academic rank of professor of industrial education and technology.

The testimony that I am presenting today is on behalf of the American Association of State Colleges and Universities; and you have a copy of the testimony.

Senator **Stafford**. Yes, we do.

Dr. **Rowlett**. Mr. Chairman, vocational education, at least from our vantage point, whatever else it is, is concerned with preparing people for gainful employment, young people, middle-aged people and older people. It's typically schoolbased, it's in comprehensive high schools, it's in vocational schools, it's in postsecondary vocational centers; it's in community colleges; and to the surprise of a great many people, it is in 4-year colleges and universities.

Vocational education programs are supposed to mirror existing and emerging opportunities for gainful employment in occupations requiring less than baccalaureate level preparation.

Beginning in 1917 the Congress has repeatedly stated in various legislation that it is in fact in the national interest of this country that we have in place a system of vocational education. And we've seen it work.

Congress provided from the onset that this be a partnership kind of undertaking as far as funding is concerned.

In 1963 the Congress approved a substantially revised Vocational Education Act that really brought the legislation and its intent, in our judgment, into the last half of this century.

The act provided for the very first time that less than baccalaureate level programs of a vocational and technical nature in junior colleges and in senior colleges would be eligible for receiving vocational funding. One might reasonably conclude, Mr. Chairman, now that 20 years have passed, that somehow when the public laws or copies of the laws and regulations were transmitted to the States, that there may have been a misprint or maybe no mention at all in the regulations and in the law, that these programs at community colleges and 4-year colleges were in fact eligible.

Of course, this didn't happen; but, practically the effect has been the same: simply put, community colleges around this country are unevenly supported. It varies from State to State in terms of their technical programs, and the comparable kinds of programs at 4-year colleges are rarely funded at all. And 20 years ago the Congress said these programs are eligible.

Now, the institution where I work, this past fall enrolled about 13,000 students in associate, baccalaureate and graduate programs. There are about 350 institutions of this type that become to the American Association of State colleges and universities; these institutions typically began as normal schools and later became teachers colleges, and later became comprehensive State colleges and universities, offering a variety of programs. They are also referred to as "schools of opportunity," with an emphasis on open admissions and the principle of low tuition.

I graduated from such an institution in Texas after World War II. These institutions provide unusually fine opportunities for individuals, regardless of income level.

This past fall about 70 percent of our students had some kind of Federal financial aid.

Now, in addition to the wide range of traditional programs that one would expect to find at any comprehensive university, the arts and the sciences and business, education, allied health and nursing fields, our institution offers 39 associate degree programs.

These programs are eligible for Federal funding, as are comparable programs at sister institutions. Now, these programs just don't exist on paper: annually we graduate some 350 to 400 students with associate degrees.

Mr. Chairman, these associate degree programs are keyed to the labor market, and the students who graduate from these programs in the past and even today move out into gainful employment. They are learning their vocational and technical skills in a university environment.

As my written testimony points out that for most of these programs, if the students desire to move on later for a baccalaureate degree, in of these programs a transition can be made without a single loss of credit.

Now, the statement prepared by the American Association of State Colleges and Universities provides a number of statistics and indicates the involvement of 4-year colleges and universities in offering less than baccalaureate programs.

A couple of things, or maybe three statistics, are worthy of mention: there are 120,000 students enrolled in these programs, or there were in 1981. Now that is a very, very large enrollment; over 2,000 programs, 185 institutions offer these programs and are committed to offer them—even though they're not getting the outside support that they deserve.

For all practical purposes, Mr. Chairman, these programs might as well be liberal arts programs as far as the distribution of Federal vocational dollars is concerned.

Now, the issues regarding postsecondary vocational funding are more easily identified than are the solutions. As others have testified before this subcommittee, there is a strong feeling among some groups that the percent set-aside for post-secondary programs is too little; that it ought to be increased. Some suggest as high as 30 percent.

It seems to me that it's time that the concept of the sole State agency ought to be rigorously examined from all angles. We're not suggesting that it be abandoned, but examined, with the thought that maybe another kind of mechanism would work better, or at least the States be given an opportunity to come with other kinds of mechanisms that are more applicable in the States.

It's obvious with 185 State colleges and universities offering associate degree programs that something is not working so far as the distribution of funds to these programs.

Third, there just has to be some system developed and put in place that if in fact it's the intent of Congress that Federal dollars follow programs, rather than institutions, that the various kinds of postsecondary institutions that are offering programs, be they community colleges or senior colleges, need to be treated in an equitable manner.

And, finally, although this is not contained in the testimony, it seems to me that Congress should give some consideration to the wisdom of continuing to restrict the use of postsecondary vocational dollars to less than baccalaureate level programs. In a practical sense this means the associate degree level or lower.

This is an artificial, administrative barrier that has very little to do with either pedagogy or the labor market. There are in place now, and certainly there can be in place, programs to be developed of a technical nature that will square with the Federal legislation, except that these programs will be at the baccalaureate level.

In closing, let me emphasize that the relationship of my institution with the personnel in Kentucky responsible for vocational education has been very good; and we are one of the few 4-year colleges and universities in this nation that does in fact receive some funding for our associate degree programs. But it is pitifully small. It is small, for one reason because there are not enough postsecondary dollars to go around.

I want to abbreviate this testimony very quickly. I do want to express my appreciation to the Chair.

Senator STAFFORD. Thank you, Dr. Rowlett. We appreciate your being here and counseling this subcommittee in the difficult task we are facing.

[The prepared statements of Dr. Rowlett and the American Association of State Colleges and Universities follow:]

TESTIMONY

REGARDING

POST-SECONDARY VOCATIONAL EDUCATION

PRESENTED TO THE

COMMITTEE ON LABOR AND HUMAN RESOURCES

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

UNITED STATES SENATE

March 2, 1983
Washington, D.C.

by

John D. Rowlett
Vice President for Academic
Affairs and Research and
Dean of the Faculties
Eastern Kentucky University
Richmond, Kentucky

Mr. Chairman and members of the Subcommittee: My name is John D. Rowlett and I serve as Vice President for Academic Affairs and Research and Dean of the Faculties at Eastern Kentucky University. I am completing my thirty-second year as a member of the faculty at this institution and hold the academic rank of Professor of Industrial Education and Technology. I am pleased to have the opportunity on behalf of the American Association of State Colleges and Universities to present testimony to the Subcommittee concerning certain issues related to Post-Secondary Vocational Education. A statement by the American Association of State Colleges and Universities has been distributed to you. My testimony provides both a summary of this statement as well as my own views.

Vocational education, whatever else it may be, is concerned with preparing people for gainful employment--for work--young people, middle aged people and older people. Vocational education is typically school based, it is in comprehensive high schools, in vocational schools, in post-secondary technical institutes, in community colleges, and in four year colleges and universities. Vocational education programs are supposed to mirror existing and emerging opportunities for gainful employment in occupations requiring less-than-baccalaureate level preparation.

The Congress, beginning in 1917, has repeatedly stated through legislation that it is in the national interest for this country to have in place a system of vocational education that is designed to prepare people for gainful employment. The Congress provided from the onset for a partnership between the federal government and the states in financing these programs. In 1963, the Congress approved a substantially revised Vocational Education Act, one more closely attuned to the realities of the second half of this century. The Act provided, for the first time, that associate degree programs in vocational and technical fields offered in community and senior colleges would be eligible for receiving vocational funding. One might reasonably conclude, now that twenty years have elapsed since less-than-baccalaureate level vocational and technical programs were first declared eligible for funding, that copies of the public laws and copies of regulations sent to the states contained either misprints or no mention at all about the changed funding status of these programs. Of course, this didn't happen. But if it had happened, the practical consequence, for many community colleges and most four year colleges with eligible programs would have been the same. Simply put, community colleges receive uneven funding and four year colleges rarely receive funding for their eligible technical programs.

The institution where I have worked for thirty-two years is a regional state university that enrolled this past fall over 13,000 students in associate, baccalaureate, and graduate programs. There are over 350 institutions in this nation that are similar to Eastern--most are members of the American Association of State Colleges and Universities and most began as normal schools for the preparation of teachers and over the years have evolved into multi-purpose regional state colleges and universities. These institutions are often referred to as "Schools of Opportunity" with many having open-admissions policies and subscribing to the principle of low tuition. I received my undergraduate degree from an institution of this type in Texas following World War II with the assistance of the G.I. Bill that provided me initially with $65 and later $75 per month for living costs. This past fall over 70 percent of the full time undergraduate students at Eastern Kentucky University received some type of financial assistance.

Eastern Kentucky University offers a broad range of baccalaureate and graduate programs in the traditional liberal arts fields, in business, and in teacher education. These are high quality programs that attract many able students to our campus. Moreover, we offer a number of excellent baccalaureate programs, equally attractive to students, in technical fields and in allied health and nursing.

The major units of the academic organization of Eastern Kentucky University consists of nine undergraduate colleges, a Graduate School, and an Office for Undergraduate Studies:

College of Allied Health and Nursing
Departments
1. Associate Degree Nursing
2. Baccalaureate Nursing
3. Emergency Medical Care
4. Health Record Science
5. Medical Assisting
6. Medical Technology
7. Occupational Therapy
8. Environmental Health

College of Applied Arts and Technology
Departments
1. Agriculture
2. Home Economics
3. Industrial Education and Technology
4. Mass Communications
5. Military Science

College of Arts and Humanities
Departments
1. Art
2. English
3. Foreign Language
4. Humanities
5. Music
6. Philosophy and Religion
7. Speech and Theatre Arts

College of Business
Departments
1. Accounting
2. Business Administration
3. Business Education and Office Administration
4. Economics
5. Finance and Business Systems

College of Education
Departments
1. Administration, Counseling, and Educational Studies
2. Curriculum and Instruction
3. Special Education
4. Model Laboratory School

College of Health, Physical Education, Recreation and Athletics

Departments

1. Health Education
2. Health, Physical Education, Recreation, and Athletic Services
3. Physical Education
4. Recreation and Park Administration

College of Law Enforcement

Departments

1. Correctional Services
2. Fire Prevention and Control
3. Police Administration
4. Traffic Safety
5. Security

College of Natural and Mathematical Sciences

Departments

1. Biological Sciences
2. Chemistry
3. Geology
4. Mathematical Sciences
5. Natural Sciences
6. Physics and Astronomy

College of Social and Behavioral Sciences

Departments

1. Anthropology, Sociology and Social Work
2. Geography and Planning
3. History
4. Political Science
5. Psychology
6. Social Science.

In addition to the more traditional undergraduate and graduate degree programs, Eastern also offers thirty-nine associate degree programs:

College of Allied Health and Nursing

Department of Associate Degree Nursing

Nursing (RN)

Department of Emergency Medical Care

Emergency Medical Technician

Department of Health Record Science

Health Record Technology

Department of Medical Assisting Technology

Medical Assisting Technology

Department of Medical Technology

Medical Laboratory Technician

College of Applied Arts and Technology
- Department of Agriculture
  - Agricultural Mechanization
  - Beef Herd Management
  - Dairy Herd Management
  - Floriculture and Floristry
  - Ornamental Horticulture
  - Turfgrass Management
- Department of Home Economics
  - Child Care
  - Homemaking Supervision
  - Interior Design
  - Nutrition Care
- Department of Industrial Education and Technology
  - Broadcast Engineering Technology
  - Computer Electronics Technology
  - Drafting and Design Technology
  - Energy and Electrical Power Technology
  - Industrial Electronics Technology
  - Printing Technology
  - Quality Assurance
  - Vocational-Industrial and Technical Education
  - Wood Technology

College of Business
- Department of Business Education and Office Administration
  - Administrative Office Services
  - Executive Secretary
  - Legal Secretary
  - Medical Secretary

College of Health, Physical Education, Recreation, and Athletics
- Department of Recreation and Park Administration
  - Recreation and Park Leadership

College of Law Enforcement
- Department of Correctional Services
  - Correctional Services
  - Juvenile Corrections
- Department of Fire Prevention and Control
  - Fire Prevention and Control
- Department of Police Administration
  - Criminalistics
  - Police Administration
- Department of Security
  - Business and Industrial Security

College of Natural and Mathematical Sciences
- Department of Chemistry
  - Chemical Technology
- Department of Geology
  - Geological Engineering Technology
- Department of Physics and Astronomy
  - Science for Engineering

College of Social and Behavioral Sciences
Department of Political Science
Paralegal Studies

Some of the features of the associate degree programs at Eastern Kentucky University are:

1. Classes and laboratories are taught by faculty who combine the best professional training with practical experience. The same faculty teach students in associate degree programs that teach students in other university programs.
2. The university provides libraries, shops, laboratories and other specialized facilities for use in instruction.
3. Outside resource people are brought to the university to demonstrate the latest equipment, methods, and techniques.
4. The associate degree programs are developed on a career ladder model. In most instances a graduate of an associate degree program may pursue a baccalaureate program in the same field without loss of academic credit.
5. Students enrolled in these programs are an integral part of the total university community and are encouraged to participate in all phases of the university's programs--cultural, social, recreational as well as academic.

Annually, we graduate 350-400 students with associate degrees. The graduates of these programs find jobs, and they continue to find jobs today--they have the skills and knowledge, learned in a university setting, that are needed in the labor market.

The statement prepared by the American Association of State Colleges and Universities, which you have, provides statistics related to a number of studies we have conducted in an effort to identify the extent of the involvement of four year colleges and universities in the offering of associate degree vocational and technical programs. In 1981, over 120,000 students were enrolled in the 2,179 less-than-baccalaureate level vocational and technical programs offered by 185 four year land-grant and AASCU institutions. This is essentially double the number of programs and double the number of students when compared with the findings of a similar study conducted in 1971. For all practical purposes these programs might as well be liberal arts programs when it comes to the distribution of vocational dollars to share in program costs.

The issues regarding post-secondary vocational funding are more easily defined than are the solutions:

1. The 15 percent set-aside for post-secondary programs is inadequate and should be raised.
2. It is time that the "sole state agency" clause be amended to permit the states, if they choose, to have the latitude to use a separate board for the administration of post-secondary vocational education dollars. I want to emphasize that this would be permissive rather than a requirement. It would be left up to each state.
3. Some system must be developed, if in fact it is the intent of Congress that federal vocational dollars are to follow programs, not levels of institutions, to insure that all post-secondary institutions including four year colleges and universities that offer eligible programs, are funded in an equitable manner. A good place to begin would be to require representation

from four year colleges and universities as a part of the state planning process.

4. The Congress should also consider the wisdom of continuing to restrict the use of post-secondary vocational dollars to less-than-baccalaureate level programs. In a practical sense this means the associate degree level or lower. This is an artificial, administrative barrier that has very little to do with either pedagogy or the needs of the labor market. There are in place and yet to be developed four year technical programs that philosophically are in tune with vocational education legislation, but are ineligible for support because of the current language of the law. It is an issue worthy of debate.

In closing let me emphasize that the relationship of my institution with the personnel responsible for vocational planning and funding has been excellent and many of them received degrees from Eastern Kentucky University which is also the case with Dr. Robert Worthington, the current Assistant Secretary for Vocational Education of the U.S. Department of Education. We receive more post-secondary vocational dollars than most of our sister institutions. However, the funding is woefully inadequate. There are not enough post-secondary vocational dollars in Kentucky to assist all programs that should receive support.

Thank you for the opportunity provided me today to share my views with the Subcommittee.

STATEMENT BY

AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES

This statement will deal with the following issues:

1. The contribution of four-year colleges and universities to vocational education.

2. The need to change the "sole state agency" clause in current law.

3. The need to provide for adequate state planning, including the involvement of all types of postsecondary institutions.

4. The need to increase the present 15 percent set-aside for postsecondary and adult education.

5. The current administration bill, S. 2325, and administration recommended appropriation levels for vocational education.

1. The Contribution of Four-Year Colleges and Universities

A series of studies made by Dr. John D. Rowlett, Vice President for Academic Affairs and Research at Eastern Kentucky University, have clearly shown that four-year colleges make a major but largely unrecognized contribution to providing less-than baccalaureate vocational education. The most recent study, in 1982, revealed that over 100,000 students, attending 185 four-year institutions, were enrolled in some 2,000 separate programs. The programs included a wide range of occupational, technical, health-related, business-related, and other fields.

However, these institutions reported that they received little or no federal aid under the Vocational Education Act (VEA) for these programs. It has always been a general principle that federal support go to whatever institutions offer programs which meet a national purpose--that federal law should not discriminate by designating certain types of institutions. This is true in almost all programs administered under the Higher Education Act, as well as programs involving funds for research, training, and veterans education.

In the Vocational Education Act, however, Congress has left it to the complete discretion of the "sole state agency" how funds will be allocated. Some states have chosen to give all or most funds for the operation of vocational education programs to postsecondary area schools (sometimes schools created for that purpose), after bypassing community colleges already offering the same programs. In other states, community colleges have been included, but four-year colleges have been excluded in almost every state.

In other words, a particular occupational program may receive generous federal aid at a community college, but an identical program offered at a four-year college may receive no aid at all.

Rowlett's earlier studies in 1971 and 1975 also showed that many four-colleges offer occupational programs. These as well as the 1981 study, were made with the cooperation of AASCU and the National Association of State Universities and Land-Grant Colleges (NASULGC).

Today, more colleges than ever are developing vocational courses, in response to the needs of the time. Four-year colleges like other institutions are aware of the need to revitalize American industry and to train the skilled people needed for modern industry and our defense needs.

But programs are being cut back in many states because of state fiscal problems, at the same time these programs do not receive federal funds for which they legally qualify.

The 1981 Rowlett study for the first time asked a series of questions about the extent to which four-year colleges receive federal VEA money, whether for the operating costs of vocational programs, or for such other purposes as teacher training, curriculum development, research, or various special projects. Here are the results:

- Almost all colleges reported that they received VEA funds for the operating costs of programs at the less-than-baccalaureate level.
- A small number of colleges received some funds through the state agencies for training secondary-school vocational teachers.
- A considerably smaller number received funds, often only a few thousand dollars, for such purposes as curriculum development, research, and special projects. Again, this was at the discretion of the state agencies.

In conclusion, one can only say that the vast majority of four-year colleges, educating as they do a majority of all American college students, are receiving almost no federal VEA assistance.

2. The "sole state agency" issue

Many of the problems which postsecondary institutions have had with the VEA since the 1963 legislation can be traced in part to the "sole state strategy agency" clause, Sec. 104(a) (1) of the VEA law as amended. Not only must a sole state agency administer the program, but in almost every state this is the agency with primary responsibility for elementary-secondary education. But practically all states now administer postsecondary or higher education through a separate board or boards.

For years, both two-year and four-year college spokesmen have maintained that in many states the elementary-secondary boards or vocational education staffs do not understand the needs and problem of postsecondary education. They see many state agencies as oriented toward the more traditional high-school-level courses, and unaware of changes in technology and the labor market which require the more innovative approaches and know-how found in postsecondary schools. Some colleges have also objected to what they consider the relatively arbitrary way in which awards may be made by the state agencies.

We believe that most governors, state legislators, and state higher education agencies would welcome the greater flexibility which would come, with giving each state the option to administer postsecondary VEA funds through a different board. Such flexibility is certainly in tune with the moves to decentralize decision-making to the states, which this administration has called for.

We urge Congress to amend or eliminate the sole state agency clause, and give each state the discretion to administer federal VEA funds as it wishes.

3. Adequate State Planning

The present VEA law includes a fairly elaborate series of steps intended to involve postsecondary institutions in state planning related to the use of federal VEA funds. Language in Secs. 105-109 calls for a State Advisory Council representing community colleges and other postsecondary institutions. It calls for annual evaluation reports from each state submitted to the National Advisory Council on Vocational Education. It also calls (Sec. 107) for the involvement of state agencies responsible for community colleges and other higher education institutions, in the development of state plans. It includes appeals procedures, including the possibility of court challenges.

All this language was added to the VEA in order to assure that not only postsecondary education but many other interests--the disadvantaged, the handicapped, bilingual groups, women, as well as labor, industry, and the public--would be involved in the planning process.

Similarly, the National Advisory Council on Vocational Education (Sec. 162) was intended to represent postsecondary education and all others with an interest in these programs.

The 1981 Rowlett survey revealed that the planning process is not working very well, if at all, as far as many four-year college spokesmen are concerned. If there is any "representation", it may be an official in a state postsecondary agency who may have many other priorities. Cases in which a state plan or decisions about the allocations of funds have been challenged appear to be rare. This may reflect simply an awareness that, given a sole state agency, such appeals may fall on deaf ears.

We do not suggest federal legislation to change the state planning process. We suggest changing the sole state agency clause, and alerting state governors, legislators, and higher education institutions of their responsibilities.

4. The 15 percent postsecondary set-aside

The present statute requires that fifteen percent of basic grant funds and fifteen percent of program improvement/support services funds be spent by the states for "persons who have completed or left high school and who are enrolled in organized programs of study for which credit is given toward an associate or other degree, but which programs are not designed as baccalaureate or higher-degree programs, and persons who have already entered the labor market, or are unemployed, or who have completed or left high school and who are not" disadvantaged or of limited Englis-speaking ability. Thus, to be counted as postsecondary enrollment for purposes of the set-aside, a person must be enrolled in a course of study which will result in a degree. Such students are estimated to constitute 11.7 percent of vocational education enrollment.

The other eligibles under the set-aside described above are adults, who make up twenty-seven percent of vocational education enrollment. Thus, there are more students enrolled in "adult" vocational education programs than in postsecondary programs, as defined by the legislation.

When the vocational education enrollment is broken down by provider institution, however, thirty-five percent of the national vocational education enrollment (6.8 million students) attend postsecondary institutions (public, independent, and proprietary). Not all these enrollments are in programs administered under the Vocational Education Act. Vocational programs in most privately-controlled institutions are excluded from coverage in the state plans for vocational education, as are many other programs for reasons ranging from lack of state approval to state policy or jurisdictional anomalies. Almost ninety percent of vocational students at two-year institutions are enrolled in VEA-administered programs, while only five percent of enrollments in two-year vocational programs at four-year institutions are included in state plans, and virtually all private noncollegiate and correspondence school enrollments are excluded.

5. The Administration VEA Bill and Appropriations Recommendations

We are in general agreement with testimony given by the American Vocational Association (AVA) on July 1, 1982, before the Senate Subcommittee on Education, criticizing the administration bill (S. 3235) on vocational and adult education. We feel that this bill has many shortcomings.

Most important, at a time of universal agreement that much more should be done to strengthen the American economy, the bill and administration budget policy sharply reduced federal spending. As the AVA pointed out, spending would fall from $784 million in FY 80 to $432 million in FY 83, a 45 percent drop at a time of rapidly increasing inflation. The current FY 82 figure of $653 million, likely to be adopted for FY 83, as well, is already too low. The AVA believes that a complete phase-out of

VEA is planned by the administration over the next few years.

The combination in the proposed new law of grandiose federal purposes, and far less money (as well as much less federal oversight over the money), is a guarantee that the proposed new VEA would be far less effective in meeting national or local needs than the present program.

The administration bill also fails to deal with some of the specific issues raised above, and would simply make the existing situation worse:

- It retains the sole state agency feature.
- It does away with any postsecondary set-aside.
- It does eliminate almost the entire state planning process in the present law.
- It does not require postsecondary representation on the National Advisory Council. It does not specify any kind of representation, execpt to say (Sec. 107) that a majority of members shall be non-educators.

In conclusion, we urge Congress:

- Give more attention to the contribution of four-year as well as two-year colleges in the VEA program.
- Change the sole state agency clause, so that postsecondary institutions and agencies can administer their own funds.
- Consider increasing the 15 percent postsecondary set-aside.
- Reject the administration VEA bill as well as administration recommendations for much lower overall funding levels.

Senator **Stafford**. Dr. David Pierce, I guess you are the finalist for this panel.

Dr. **Pierce**. Save the best until last, Mr. Chairman.

Mr. Chairman, my name is David Pierce and I am executive director of the Illinois Community College Board. I am privileged today to be speaking on behalf of the American Association of Community and Junior Colleges, and the Association of Community College Trustees on the reauthorization of the Vocational Education Act.

The Vocational Education Act, since 1963, has been one of the more significant pieces of Federal legislation in the country's history. It has contributed to the economic well-being of our country, has primed the flow of State moneys into vocational education program, and has encouraged local schools and colleges to put additional moneys into related programs.

Over the 20 years of the act's existence, several changes have been made in its language and its character in response to changing demographics, shifts in the economy, and recognition of the needs of special audiences.

It is time for further changes now, and we suggest your consideration of the following:

The first point relates to the purposes of the act. The general purposes of the act should remain, but new stresses should be added.

The country's economy has shifted from an industrial base to an information or knowledge base, and this shift continues. Manufacturing jobs which require minimal skills are rapidly diminishing in number, and the jobs which are replacing them require different skills and, for the most part, more extensive education and training.

The Congressional Budget Office has reported that in 1983 as many as 2.1 million workers could be dislocated from present jobs due to shifts in consumer demand, technological change, and foreign competition.

The country has changed, the nature of work has changed; and the needs for and the patterns and skills required by industry and the military services, have changed.

The act should emphasize the importance of working more closely with industry and the military and the importance of involving the private sector in key decisions in a more significant way.

The act should also establish and insure appropriate funding parity between secondary and postsecondary sectors.

Other purposes of the reauthorization should be the improvement and expansion of existing vocational programs, the development of new programs to meet emerging national defense and high technology needs; and the desirability of maintaining a strong Federal role in job training.

With regard to State governments, the sole State agency provision has been a concern for us—to us—for some time. The overriding issue is the equitable allocation of Federal vocational funds between the secondary and postsecondary sectors.

Due to historical reasons, the administration of Federal funds has been handled in many States by the State agency responsible for elementary-secondary education.

According to data collected by the National Council for Educational Statistics, for the period 1979-80, 39 percent of all students in vocational education programs were enrolled at the postsecondary level; but if only occupational-specific programs are examined, the share of students would increase to 51 percent.

The percentages are even greater now.

Given the advantages to the Federal Government of designating a single agency for reporting purposes, additional mechanisms are required to assure funding equity and responsiveness.

To address this, it is our recommendation that at least 50 percent of the memberships of State advisory councils for vocational and adult education, and the State planning committee, should represent business, industry, organized labor, and agricultural organizations; with the remaining 50 percent comprised of equitable representation of both the secondary and postsecondary community.

An alternative approach, or another approach, might be to have the Governor's Office in each State designated a separate body to audit the performance of the sole State agency in such substantive areas as the allocation of funds.

With regard to the set-aside for community colleges, in recognition of the trends outlined above, the basic program grant set-aside for adult and postsecondary programs—now 15 percent—should be at least 30 percent, and possibly, higher.

The 30 percent should be labeled as a minimum not a fixed standard.

It is unfortunate that such a set-aside is necessary because balanced decisionmaking mechanisms should preclude such a need.

It is important to note, however, that many States have administered Federal vocational education funds in a responsive manner.

The fourth point that we want to make relates to a proposal for a new adult section. In order to address structural unemployment, underemployment, and worker dislocations, we are proposing a new adult training and retraining title in the act, which would be similar in purpose to part A of title II, Senate bill 2325, which was introduced last year by your full committee chairman, Senator Hatch.

As I mentioned earlier, the trend toward higher technology and information-based jobs will continue unabated for the foreseeable future. Most manufacturing jobs will undergo some form of change over the next decade. The work force will need to continually retrain, and their skills upgraded so they can keep pace with the rapid transformation of the marketplace.

Mr. Chairman, if we do not provide these kinds of training opportunities, the social and economic consequences will be disastrous.

It is our belief that such a title should be funded separately from the basic grant.

In summary, Mr. Chairman, I want to underscore my belief, and the belief of the associations I represent, in the continuing significance of the Vocational Education Act as a vehicle for putting America back to work.

Thank you again for this opportunity to present the views of the American Association of Community and Junior Colleges and the Association of Community College Trustees.

Also, Mr. Chairman, with your permission, we would like to add to our statement in the record the address of Gov. James R. Thompson of Illinois, given yesterday, before the Association of Community College Trustees. His message touches on many of the concerns this hearing is addressing.

Thank you again, Mr. Chairman.

[The prepared statements of Mr. Pierce and Governor Thompson follow:]

TESTIMONY

on

REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

by

David Pierce
Executive Director
Illinois Community College Board
Springfield, Illinois

on behalf
of the
American Association of Community and Junior Colleges
and the
Association of Community College Trustees

Subcommittee on Education, Arts and Humanities
U.S. SENATE
March 2, 1983

Mr. Chairman, thank you for the opportunity to speak for the American Association of Community and Junior Colleges and the Association of Community College Trustees on the Vocational Education Act reauthorization, giving special focus to issues of governance in the program.

The Vocational Education Act, since its creation in 1963, has been one of the more significant pieces of federal legislation in this country's history. In important ways it has contributed to the economic well-being of America by stimulating education and training programs in our nation's schools and colleges that have prepared our young people for work--in the homes, in the factories, and in the offices of our country. The Act has primed the flow of state monies into vocational education programs--at the rate of at least 10 state dollars for every federal dollar. And it has encouraged local schools and colleges to put additional monies into related programs.

Over the twenty years of the Act's existence, several changes have been made in its language and in its character. The changes have been made in response to the experience we have gained in applying the law and in response to national demographics, shifts in the economy, and recognition of the needs of special audiences. It is time for further changes now, and we suggest your consideration of the following:

First, the purposes of the Act: The general purposes of the Act should remain as may have been stated--but new stresses should be added. Some of the national circumstances that demand new stresses include:

1. The school age population--ages 5-17--declined 11 percent in the 1970's and another 10 percent decline is forecast for the 1980's.

2. The skills base is shifting rapidly from a manufacturing (goods-producing) economy to an information economy. In 1980, for example, more than 60 million workers were employed in service industries; approximately 20 million workers were employed in goods-producing industries. At present, vocational education is lagging behind this shift toward the emerging technologies, when instead it should be on the cutting edge.
3. The Congressional Budget Office has reported that in 1983 as many as 2.1 million workers could be dislocated, the result of consumer demand shifts, foreign competition, and introduction of labor-saving devices such as robots. CBP also reports that the diffusion of microelectronic technologies will cause the loss of 3 million jobs, or 15 percent of the current manufacturing workforce. Programs that focus on dislocated workers must be given attention in the Act.
4. The machine tool industry reports that there will be a shortfall of 17 to 20 percent (or about 20,000 persons) by the end of this decade. Few technical schools are teaching these skills and fewer companies are offering training for their employees. The shortage of skilled workers characterizes most of American industry, and, of equal importance, it characterizes to a critical degree circumstances in the Armed Forces. The new Act must emphasize programs in these skill areas.

Mr. Chairman, the country has changed, the nature of work has changed, and the needs for and the patterns of skills required in industry and the military services have changed.

The Act should emphasize the importance of educational institutions working more closely with industry and the military and the importance of involving the private sector in key decision areas. It is recognized that both secondary and postsecondary education can provide workers with the skills needed in today's industry. It is necessary, however, to recognize that vocational education at the postsecondary level is increasingly significant and that any reauthorization of the Vocational Education Act should adequately reflect this trend.

A major purpose of reauthorization, therefore, should be to establish and ensure appropriate parity between the secondary and postsecondary sectors. Other purposes of the reauthorization should be the improvement and expansion of existing vocational programs, the development of new programs to meet emerging national defense and high technology needs, the continuation or creation of new programs that address the specific skill shortage areas that I have outlined above, and the desirability of maintaining a strong federal role in job training.

Second, state governance: The sole state agency provision of the Act has been a concern to us for some time. The overriding issue is the equitable allocation of federal vocational funds between the secondary and postsecondary sectors. Vocational education was initially identified almost exclusively with the secondary sector and, as a consequence, the administration of federal funds has been handled in many states by the state agency responsible for elementary/secondary education. Over time, vocational education has evolved to the point where a substantial proportion of that education is being conducted at the postsecondary level.

We reported to you last summer in our testimony on the Act that according to data collected by the National Center for Educational Statistics for the period 1979-80, 39 percent of all students in vocational education programs were enrolled in postsecondary programs if only occupational-specific programs are examined, the share of students enrolled in postsecondary vocational programs would increase to 51 percent. The percentages are even greater now. In fact, of the nearly 5 million credit students currently attending community, technical, and junior colleges in this country, nearly two-thirds or 3.3 million are enrolled in occupational/vocational programs. These students are enrolled in one or another of the approximately 1,400 technical curricula offered by the colleges.

The present design of the sole state agency requirement does not facilitate the allocation of funds in a manner sensitive to changes in vocational program administration, local and national skill needs, and student enrollment patterns.

Given the advantages to the federal government of designating a single agency within each state for the purposes of reporting and communicating, additional mechanisms are required to assure funding equity and program responsiveness.

One such mechanism could be to change the composition of the state vocational education planning and administration bodies. It is our recommendation that at least 50 percent of the memberships of the State Advisory Council and the State Planning Committee should represent business, industry, organized labor, and agricultural organizations; in the remaining 50 percent, equitable representation of both the secondary and postsecondary communities ought to be required.

Postsecondary representation on these official groups has been miniscule in the past. For example, in a recent survey conducted by the American Association of Community and Junior Colleges (a survey that is not complete at this time), state community college directors reported that State Advisory Council members numbered between 20 and 35 persons; most of the councils included a community college person--generally a single person. More than a third of the state officials said that the community college voice was not adequately represented on these councils; 40 percent judged the effectiveness of the councils as fair to ineffective. Almost 60 percent of the state community college officials indicated that the system for administering federal vocational education funds was not a model worthy of duplication. Clearly, improvements are necessary.

An alternative approach might be to have the governor's office in each state designate a separate body to audit the performance of the sole state agency in such substantive areas as the allocation of funds.

Also, Mr. Chairman, I recommend that the requirements of the Vocational Education Data System be reduced and consolidated. It is my experience and the experience of many other community college administrators with whom I have discussed this issue that VEDS is both ineffective and costly. Its requirements, in fact, serve to undermine the very intentions of the Act. For example, a chancellor of a California community college district has told us that he spends half of his total federal vocational education award compiling and reporting information demanded by VEDS. In specific numbers, he told me that he spends $140,000 of his $280,000 grant to fulfill VEDS obligations. Clearly, these monies could be used much more effectively to improve and expand programs, contribute to faculty development activities, and generate new programs that respond to local and national skills shortages.

Third, setaside for community colleges. In recognition of the trends outlined above and in recognition that both secondary and postsecondary institutions provide vocational training, the basic program grant setaside for adult and postsecondary programs, now 15 percent, should be at least 30 percent. The 30 percent should be clearly labeled as a minimum, not a fixed standard. It is unfortunate that such a setaside is necessary because proper decision-making mechanisms should preclude such a need. Since such is not the case, a 30 percent setaside will help to ensure that the new VEA is more responsive to the trends toward postsecondary vocational education and the knowledge-based economy.

I want to be clear that I am not impuning the decision-making record of all the States. Many States have accurately "read" the trends toward postsecondary vocational education programming. They have recognized the significant contributions community colleges have made and continue to make in preparing the American workforce, for improving worker productivity, and for quickly, expertly, and effectively altering their programs to meet the rapid shifts in the economy. But, there are a number of States that continue to do business as usual. These States' funding patterns neither reflect the important involvement of the colleges in vocational education nor do they abide by the 15 percent setaside mandated in the present law. We are most concerned about bringing these latter States into step with current trends.

Your Committee, Mr. Chairman, had a strong hand in putting into the Job Training Partnership Act the requirement that 70 percent of the funding be spent in direct instructional costs. The VEA might be a more efficient program if it embodied a similar standard. If a 30% floor is established for postsecondary programs, the lion's share of that allocation should flow to the institutions that provide the services.

Fourth, a new adult section. In order to begin ameliorating structural unemployment, underemployment, and worker dislocations in this country, we propose a new adult training and retraining title in the Act. As I have noted above the trend toward high technology industries, an outgrowth of the shift to an information economy, will continue unabated for the forseeable future. Most manufacturing jobs will undergo some form of change over the next decade. One result is that the skills currently possessed by the American workforce will not serve them in the near- or long-term future. The workforce needs to be continually retrained; their skills need to be upgraded; they need to be cross-trained so that they can qualify for jobs involving new equipment and new technology; they need to be brought up to speed so that they can keep pace with the rapid transformation of the marketplace. Mr. Chairman, if we do not provide these kinds of training opportunities, the social and economic consequences will be disasterous.

Foresight is needed in order to begin the training of workers before manufacturing plants undergo such drastic changes as closings or relocations. If responsive training programs are put in place quickly, it may be possible to prevent closings and relocations. It would be the purpose of this new title in the Act--a section that would carry with it its own appropriations and would not reduce the amount of funds allotted for the already existing sections--to support the creation, improvement, and continuation of vocational education training programs for adults and out-of-school youth in critical occupations in both the private sector and the military services.

Although some potential for duplication between the new adult worker section of the Act and the Job Training Partnership Act and other newly introduced jobs bills exists, steps can be taken to coordinate these various programs with the Act. Since one of the proposed new purposes of the Act is to emphasize connections with the private sector, it seems reasonable to consider providing each State's Job Training Coordinating Council with a meaningful role in the review of vocational education policies. This could be accomplished by requiring that any policies adopted relating to the adult section of the Act be submitted to the Job Training Coordinating Council for review.

Further, cross-membership on these councils or boards should be considered. And, when it is feasible, JTPA councils/coordinating committees at state and local levels might also be charged with these responsibilities.

In summary, Mr. Chairman, I want to underscore my belief in the continuing significance of the Vocational Education Act as a vehicle for putting America back to work. To improve the relevance of the Act, we propose the following changes:

1. The general purposes of the Act should reflect critical state-of-the nation issues, especially shortages of skilled persons required to serve the emerging information economy, the high-technology industries and the military services. The purposes also ought to recognize the substantial contributions that community, technical and junior colleges are making to economic development and human resource development through their occupational/vocational training programs.
2. Planning and advisory bodies affiliated with the agencies that administers federal vocational funds ought to be composed of representatives of private business, organized labor unions, and agricultural enterprises (50 percent); and representation by secondary and postsecondary institutions should be equalized.

3. The setaside for postsecondary programs, now 15 percent, should become a floor of 30 percent.
4. A new adult section should be added to the Act that emphasizes retraining, upgrading, and cross-training for adult workers, dislocated workers and out-of-school youth. Such training should focus on critical skills in both civilian and military occupations and in emerging technologies. On this point, Mr. Chairman, we commend Senators Quayle and Kennedy for their steps to make it easier for displaced workers to qualify for Pell Grants. Congress should not allow the States to withhold unemployment compensation benefits from workers who take up full-time training to acquire new skills when they lose their jobs. When job referrals fail to provide new employment within 30 days, referral to training should be mandated by the law.
5. The VEDS should be completely overhauled, to simplify the data collection and to focus that data on key trends, such as emerging skill needs, employer-specific programs, and placement rates.

Mr. Chairman, thank you again for this opportunity to present the views of the American Association of Community and Junior Colleges and the Association of Community College Trustees.

REMARKS BY

GOVERNOR JAMES R. THOMPSON

ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES
AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES
NATIONAL LEGISLATIVE SEMINAR PROGRAM: PUTTING AMERICA BACK TO WORK

TUESDAY, MARCH 1, 1983

WASHINGTON, D.C.

MEMBERS OF THE ASSOCIATION, DISTINGUISHED GUESTS, AND FRIENDS:

THE DYNAMICS OF THE MARKETPLACE AND OUR ECONOMY AT LARGE ARE RAPIDLY CHANGING FROM AN EMPHASIS ON BASIC INDUSTRY TO A HIGH TECHNOLOGY SERVICE AND INFORMATION-BASED SOCIETY. IT IS REAL; IT IS PROFOUND; AND IT HAS ARRIVED.

WHILE THE IMPRINT OF RECESSION IS STILL DEEPLY IMBEDDED IN OUR THOUGHTS AND OUR PLANS, YOU AND I RECOGNZE THAT SIMULTANEOUS WITH THE ECONOMIC DIFFICULTIES WE ENDURE, -- OUR NATION, OUR STATES AND OUR MAJOR INSTITUTIONS ARE BORDERING ON THE BRINK OF A NEW, EXCITING AND CHALLENGING ERA IN THE HISTORY OF OUR COUNTRY AND THE WORLD IN WHICH WE LIVE.

THE TRENDS ARE NOT SECRETS, BUT THOSE WHO ARE WILLING TO FIRST RECOGNIZE AND THEN ACT UPON THESE FUNDAMENTAL SHIFTS ARE THE REAL LEADERS, THE REAL PLANNERS, THE REAL ENTREPRENEURS AND THE REAL PIONEERS OF THE FUTURE.

FOR SOME, THE CHALLENGES OF AN UNKNOWN FUTURE DREDGE UP REACTIONS OF FEAR; FOR OTHERS . . . FOR THOSE OF US HERE . . . IT SPELLS OPPORTUNITY. AND FOR THAT, I AM GRATEFUL AND HONORED TO DISCUSS AND PLAN FOR THIS CHANGING ECONOMY WITH YOU.

I THINK THAT IF THE ENTIRE SPECTRUM OF CHANGE COULD BE FUSED INTO ONE THOUGHT, IT IS THAT OUR SOCIETY IS EMERGING INTO THE NEW AGE OF THE CHIP . . . AND I DON'T MEAN THE CALIFORNIA HIGHWAY PATROL.

ONE TINY, MICRO, WAFER-THIN SILICON CHIP, LESS THAN THE SIZE OF MY FINGERNAIL . . . CAPABLE OF HOLDING MILLIONS OF BITS OF INFORMATION . . . THAT IS COMPARABLE TO A ROOMFUL OF COMPUTERS A DECADE AGO, IS REVOLUTIONIZING SOCIETY IN UNPARALLELED PROPORTIONS.

THE ENORMITY OF THAT THOUGHT HAS BEEN THE CATALYST FOR NEW DEVELOPMENTS, NEW PRODUCTS, NEW PLANNING AND THINKING, EVEN THE WAY LIFESTYLES ARE TAKING SHAPE, AND AT A PACE UNPRECENDENTED IN HISTORY.

TREMENDOUS TECHNOLOGICAL ADVANCES ARE BEING MADE SO RAPIDLY IN TODAY'S "TECHNOLOGY REVOLUTION" THAT WE ALMOST GLOSS OVER NEW BREAKTHROUGHS READ IN THE MORNING NEWSPAPERS.

HUMAN HEART TRANSPLANTS ARE MAKING WAY FOR ARTIFICIAL, MECHANICAL HEARTS WHICH GIVE LIFE TO BARNEY CLARK.

CANCER TREATERS ARE MAKING WAY FOR CANCER RESEARCHERS, WHO AGREE THAT THE CAUSE OF CANCER WILL BE FOUND AS EARLY AS THE END OF THIS YEAR, AND THAT THE DISEASE WILL HAVE A CURE BY THE END OF THE CENTURY.

SPACE EXPLORATION IS GIVING WAY TO SPACE SHUTTLES LIKE THE COLUMBIA, WHICH TAKE-OFF AND LAND AS EASILY AS THE WASHINGTON-NEW YORK AIR SHUTTLE.

SOON IT WILL BE AS CHEAP FOR E.T. TO PHONE HOME AS IT IS TO CALL FROM WASHINGTON TO CHICAGO.

AND TELEVISION, A CONSTANT COMPANION FOR OUR CHILDREN IS GIVING WAY TO HOME COMPUTERS AND VIDEO GAMES LIKE PACMAN AND DONKEY KONG.

CHILDREN TODAY ARE FAR ADVANCED AND FAR MORE COMFORTABLE IN LEARNING WHAT OUR EDUCATION FAILED TO TEACH -- THE THREE C'S IN TODAY'S EDUCATION CURRICULUM: COMPUTERS, COMPUTING AND COMMUNICATIONS. WE ARE NOT FAR AWAY FROM THE POINT WHERE THE TWO REQUIRED LANGUAGES TAUGHT IN OUR SCHOOL WILL BE ENGLISH AND COMPUTERESE.

THE RESULT IS THAT OUR SCHOOLS NEED TO GRADUATE NOT JUST EDUCATED ADULTS, BUT TRAINED ADULTS. BECAUSE, SIMPLY, THE RAPID CHANGES IN TECHNOLOGY WILL HELP US MANAGE THE FUTURE ONLY TO THE EXTENT THAT ITS MEMBERS ARE SKILLED IN UTILIZING IT. IN FRONT OF NO OTHER AUDIENCE IS IT MORE FITTING, MORE TIMELY ~~N~~OR MORE URGENT TO DISCUSS THESE CHANGES THAN YOU -- THE TRUSTEES OF COMMUNITY COLLEGES FROM ACROSS OUR NATION.

WE TALK ABOUT THE PROBLEM OF UNEMPLOYMENT THAT HANGS LIKE AN UNRELENTING AND STORMY CLOUD OVER MILLIONS OF WORKING MEN AND WOMEN. YET THOSE OF US HERE KNOW THAT THE BEAST, PERHAPS MORE THAN RECESSION, IS THE FUNDAMENTAL STRUCTURAL IMBALANCE IN THE MAKE-UP AND SKILLS OF OUR WORK FORCE.

IT IS IRONIC THAT AT A TIME IN HISTORY WHEN THIS COUNTRY IS EXPERIENCING THE HIGHEST RATE OF UNEMPLOYMENT, MANY TRADE ASSOCIATIONS IN THE UNITED STATES ARE REPORTING SEVERE SHORTAGES OF SKILLED CRAFTSMEN. BUT IS IT OF LITTLE WONDER?

WE'RE GETTING TO THE POINT WHERE THE FAMILY AUTOMOBILE IS BECOMING SO COMPLEX THAT MANY CAN NO LONGER DO HOME REPAIRS. TYPISTS TODAY OPERATE WORD PROCESSORS. NEW SOURCES OF ENERGY REQUIRE THE MOST SOPHISTICATED OF TECHNICIANS. AND EVEN SEWAGE TREATMENT PLANTS ARE IN NEED OF COMPETENT, WELL-TRAINED, TECHNICAL MANAGERS.

MORE THAN JUST SHORTAGES OF JOBS, WE ALSO HAVE A SHORTAGE OF SKILLED WORKERS -- A COMPETENCY CRUNCH WHICH MEANS THAT UNLESS WE CAN PROVIDE THE MIRACLE OF MODERN MAINTNANCE, WE WON'T BE ABLE TO KEEP UP WITH THE MIRACLE OF MODERN SCIENCE.

TO KEEP UP, WE NEED TO KEEP PACE WITH AN AVAILABLE POOL OF TRAINED WORKERS. BECAUSE EVEN FOR WORKERS TODAY WHO ALREADY ARE EMPLOYED IN SOLID JOBS, IT'S BECOMING INEVITABLE THAT NO ONE WILL REMAIN IN THE SAME JOB OR OCCUPATION FOR LIFE. IN FACT, RETRAINING FROM ALL CORNERS OF THE WORK FORCE, WILL BE SOUGHT REPEATEDLY THROUGHOUT THE LIFETIME OF OUR GENERATION AND THOSE TO FOLLOW.

ALREADY BUSINESSES NOT ONLY PROVIDE BASIC SKILLS EDUCATION TO WORKERS, BUT SPEND MILLIONS OF DOLLARS IN EMPLOYEE EDUCATION. I.B.M., FOR EXAMPLE, SPENDS $500 MILLION ANNUALLY JUST TO TRAIN AND RETRAIN WORKERS -- A SERVICE THAT JUST AS EASILY COULD BE DELIVERED THROUGH LOCAL COMMUNITY COLLEGES, AND PROBABLY MORE EFFICIENTLY, MORE COMPREHENSIVELY, AND AT A LOWER COST.

AS A MAJOR CATALYST TO PROMOTE THIS NEED, GOVERNMENTS PARTICULARLY AT THE STATE LEVEL ARE IDENTIFYING THE NEED TO WORK MORE CLOSELY WITH EDUCATION, BUSINESS AND COMMUNITIES IN FORMING A MORE COOPERATIVE AND EFFICIENT RELATIONSHIP.

TO THIS END, PERHAPS ONE OF THE MOST SIGNIFICANT CHANGES AMONG STATE GOVERNMENTS IN THE PAST DECADE, WAS A CONSCIOUS DECISION TO INTEGRATE INTERNAL ECONOMIC DEVELOPMENT STRATEGIES INTO STATE POLICY.

NO LONGER ARE ENTITIES SUCH AS BUSINESS, LABOR, GOVERNMENT, EDUCATION, LOCAL AND STATE GOVERNMENTS OPERATING IN A VACUUM. SCARCE RESOURCES AND A COMMON CAUSE OF ECONOMIC RECOVERY HAVE THROWN ALL ORGANIZATIONS TOGETHER AS PARTNERS. IT'S HAPPENING IN CALIFORNIA, IT'S HAPPENING IN MARYLAND, IN NORTH CAROLINA, AND IT'S TAKING SHAPE IN ILLINOIS.

ROBERT WEBB, PRESIDENT OF ILLINOIS' LAKELAND COMMUNITY COLLEGE PUT IT CLEARLY ENOUGH, HE SAID TO ME, "I DON'T KNOW WHY IT TOOK THIS MASSIVE ECONOMIC DOWNTURN TO BRING ABOUT A POSITIVE RELATIONSHIP BETWEEN HIGHER EDUCATION, INDUSTRY AND GOVERNMENT; BUT I FEEL NEVER AGAIN WILL EDUCATION BE OUTSIDE THE MAINSTREAM OF ECONOMIC DEVELOPMENT."

I AGREE, AS CHAIRMAN-ELECT OF THE NATIONAL GOVERNORS' ASSOCIATION AND AS A GOVERNOR OF A STATE OF ELEVEN MILLION MEN AND WOMEN, I HOLD EXCELLENCE IN EDUCATION AS A TOP PRIORITY. AS A PRODUCT OF EDUCATIONAL SYSTEMS, AS AN EDUCATOR IN LAW, AS THE CHIEF ADMINISTRATOR OVER A 14 BILLION DOLLAR BUDGET AND AS THE FATHER OF A FOUR-YEAR-OLD DAUGHTER, I HAVE WORKED TO SEEK HIGH STANDARDS IN EDUCATION IN MY STATE.

IN THESE TIMES OF SCARCE RESOURCES, I AM NO STRANGER TO TIGHT BUDGETS AND DOLLARS THAT MUST BE STRETCHED TO THE LIMITS OF THEIR ELASTICITY. I KNOW HOW TOUGH THE BATTLES TO FUND EDUCATION CAN BE, BUT I ALSO KNOW THAT BATTLES ARE MADE TO BE WON.

I HAVE WORKED HARD TO MAINTAIN THE CRITICAL ROLE EDUCATION PLAYS IN THE ECONOMIC DEVELOPMENT OF MY STATE AND THIS NATION AS A WHOLE. TO MEET THESE GROWING DEMANDS, I RECENTLY LAUNCHED A DIFFICULT CAMPAIGN FOR INCREASED REVENUES TO SUPPORT THE VITAL LINK OF EDUCATION IN THE ECONOMIC HEALTH OF OUR COUNTRY.

WITHOUT QUESTION, THE FINAL YEARS OF THIS DECADE AND THIS CENTURY WILL BE DEDICATED TO THE WORK OF ECONOMIC RECOVERY. AND CENTRAL TO ANY POLICY DESIGNED TO BOOST THE ECONOMY -- BE IT AT THE LOCAL, STATE OR NATIONAL LEVEL -- MUST BE EDUCATION . . . THE TRAINING AND RETRAINING OF OUR WORKFORCE.

COMMUNITY COLLEGES HAVE EMERGED AS A PIVOTAL, CRITICAL, FLEXIBLE, LEADING PARTNER IN THS NATIONAL EFFORT. THEY OFFER A MAJOR COMMUNITY RESOURCE OF LEARNING THAT IS ACCESSIBLE, EASILY INTEGRATED WITH THE COMMUNITY AND BUSINESS ORGANIZATIONS, PRIME RESOURCES FOR TRAINING NEW JOB SKILLS ALL AT A LOWER COST.

COMMUNITY COLLEGE TRUSTEES CAN TAKE A LEADERSHIP ROLE IN DEVELOPING THE KIND OF NETWORK WE'VE CREATED THROUGHOUT OUR STATE. OUR 52 COLLEGES HAVE EMERGED FROM THEIR OLD IMAGE OF ADVANCED HIGH SCHOOLS TO TAKE THEIR RIGHTFUL PLACE AS A LEADING FORCE IN THE ECONOMIC DEVELOPMENT AND RECOVERY IN OUR STATE.

WITH MORE THAN 600,000 FULL- AND PART-TIME STUDENTS WHO HAVE AN AVERAGE AGE OF 27, TODAY'S STUDENT IS MORE LIKELY TO BE FRESH OUT OF A JOB THAN FRESH OUT OF HIGH SCHOOL.

OUR NATION'S COMMUNITY COLLEGES OFFER THOSE EXTRAORDINARY ADVANTAGES THAT ARE VIRTUALLY IMPOSSIBLE AT ANY OTHER LEARNING INSTITUTION. THEY ARE AN INTEGRAL PART OF THEIR COMMUNITY. THEY HAVE THE ABILITY TO IDENTIFY EMPLOYMENT PROBLEMS THAT EXIST AT THE LOCAL LEVEL, BOTH IN TERMS OF BUSINESS NEEDS AND WORKER NEEDS.

THEIR CURRICULUM IS SPECIALLY DESIGNED. IT IS FLEXIBLE ENOUGH TO ACCOMODATE THE SPECIFIC NEEDS OF LOCAL BUSINESSES AND DISPLACED WORKERS. AND THEY OFFER THE ADVANTAGE OF TAILORING COURSES SPECIFICALLY CALLED FOR IN THEIR COMMUNITY WORK FORCE.

IN ILLINOIS, FOR EXAMPLE, SOME OF THE COURSES BEING TAUGHT THIS YEAR ARE ENERGY MANAGEMENT, PLASTICS TECHNOLOGY, BIOMEDICAL ELECTRONICS TECHNOLOGY, LAW ENFORCEMENT, LASER TECHNOLOGY, AND ROBOTICS.

IN SHORT, AT NO OTHER TIME IN THEIR HISTORY HAVE COMMUNITY COLLEGES EMERGED AS A LEADING RESOURCE FOR JOB TRAINING, RETRAINING, AND, PERHAPS MOST CRUCIAL, IDENTIFYING FUTURE NEEDS OF BUSINESS, LABOR AND THE COMMUNITY WORK FORCE.

RECOGNIZING THIS, LAST JUNE I ISSUED A 10-POINT "STATEMENT OF EXPECTATIONS" FOR COMMUNITY COLLEGES -- CHALLENGES ~~WHICH~~ NEED TO BE MET BY OUR COLLEGES IN ORDER FOR THEM TO SERVE MOST EFFECTIVELY AS A VIABLE RESOURCE IN ECONOMIC DEVELOPMENT.

WE RECOGNIZED, FOR EXAMPLE, THAT COMMUNITY COLLEGES COULD PLAY A LEADING ROLE IN COMMUNITIES BY CONDUCTING BUSINESS AND INDUSTRY TRAINING NEEDS ASSESSMENTS; MAKING PRESENTATIONS TO NATIONAL AND INTERNATIONAL FIRMS ~~WHICH ARE~~ LOOKING TO EXPAND IN ILLINOIS; WORKING WITH BUSINESS, LABOR, AND LOCAL GOVERNMENT IN RECRUITMENT EFFORTS; AND ACTING AS A FRONT-LINE RESOURCE IN TRAINING AND RETRAINING NEW EMPLOYEES AT EXISTING AND NEW MANUFACTURING FACILITIES.

ALREADY WE'VE INSTITUTED SEVERAL MEASURES TO HELP MEET SOME OF THESE EXPECTATIONS.

RECENTLY WE OPENED A NEW FIELD OFFICE OF THE STATE'S DEPARTMENT OF COMMERCE AND COMMUNITY AFFAIRS ON THE CAMPUS OF A COMMUNITY COLLEGE.

THE NEW LOCATION NOT ONLY WILL SERVE TO INCREASE THE COMMUNITY'S AWARENESS OF ECONOMIC DEVELOPMENT, BUT WILL ALSO STRENGTHEN THE TIES BETWEEN THE SCHOOL AND THE AGENCY IN THEIR PARTNERSHIP EFFORT TO PROMOTE BUSINESS AND INDUSTRY IN THE AREA.

THE DEPARTMENT, TOGETHER WITH THE ILLINOIS COMMUNITY COLLEGE TRUSTEES ASSOCIATION, HAS WORKED CLOSELY TO DEVELOP A PROMOTION BROCHURE FOR DISTRIBUTION TO BUSINESSES NATIONWIDE THAT PROMOTES ILLINOIS' COMMUNITY COLLEGES.

ANOTHER PROGRAM WE'VE STARTED, WHICH ENCOURAGES TEAM WORK EFFORTS BETWEEN THE STATE AND COMMUNITY COLLEGES, IS THE ECONOMIC ACTION TASK FORCE. THE TASK FORCE IS COMPOSED OF REPRESENTATIVES FROM STATE AGENCIES AND THE COMMUNITY COLLEGE BOARD TO GATHER FORCES WHENEVER THERE IS A THREAT OF A BUSINESS LOSS, OR WHEN WE ARE SEEKING TO ATTRACT NEW BUSINESS -- AND JOBS -- TO ILLINOIS.

ANOTHER UNPRECENDENTED PROGRAM I ANNOUNCED LAST FALL IS THE WORK INCENTIVE OR WIN/COMMUNITY COLLEGE INITIATIVE. UNDER THIS PILOT PLAN, 10 COLLEGES FROM ACROSS THE STATE OFFER WORK/EDUCATION COURSES FOR PUBLIC AID RECIPIENTS. PARTICIPANTS ATTEND CLASSES WHILE EARNING THEIR TUITION BY THE WORK THEY PERFORM. THE OBJECTIVE IS SIMPLE -- TO HELP PARTICIPANTS OBTAIN THE NECESSARY SKILLS TO PASS THE G.E.D. AND HOPEFULLY LAND A JOB AND LEAVE THE WELFARE ROLLS.

IN ANOTHER PROGRAM ANNOUNCED JUST LAST MONTH, 19 COMMUNITY COLLEGES WERE NAMED STATEWIDE TO RECEIVE FEDERAL GRANTS TO CREATE OR EXPAND BUSINESS DEVELOPMENT CENTERS ON CAMPUS. THESE CENTERS WILL FURTHER STRENGTHEN THE ROLE THE COLLEGES NOW PLAY IN THEIR LOCAL WORK FORCES.

IN ADDITION, LAST FALL WE CREATED A HIGH TECHNOLOGY TRAINING ASSISTANCE PROGRAM TO PROVIDE FUNDS TO HELP ECONOMICALLY DISADVANTAGED COMMUNITY COLLEGE STUDENTS PURSUE COURSES IN COMPUTER SCIENCES, DATA PROCESSING AND OTHER HIGH-TECH RELATED FIELDS.

THESE ARE SOME OF THE STEPS WE'VE TAKEN IN ILLINOIS TO FULLY USE AND INTEGRATE OUR VALUABLE NETWORK OF COMMUNITY COLLEGES INTO THE ROLE OF ECONOMIC AND JOB DEVELOPMENT. WHILE MORE NEEDS TO BE DONE, IT CAN'T ALL BE ACCOMPLISHED AT THE STATE LEVEL.

THE AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES HAS MADE A VERY GOOD POINT IN A RECENT REPORT WHICH STATED THAT "THE MISSING LINK IN THIS COUNTRY'S GOOD INTENTIONS FOR ECONOMIC REVIVAL IS THE LACK OF A NATIONAL POLICY ON EMPLOYMENT DEVELOPMENT AND TRAINING. WE HAVE A FOREIGN POLICY, A MONETARY POLICY, A FISCAL POLICY, BUT NO NATIONAL POLICY SPELLING OUT A LONG-RANGE PLAN TO UTILIZE WISELY OUR MOST PRECIOUS RESOURCE -- THE HUMAN RESOURCE."

SINCE THEN, CONGRESS HAS GIVEN US THE JOB TRAINING PARTNERSHIP ACT, THANKS TO THE HARD WORK OF ASSOCIATIONS LIKE THE ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES.

THIS LEGISLATION IS AN EXCELLENT START, BUT IT IS ONLY A START. I AM CONFIDENT THAT LIKE THIS GROUP, OUR NATIONAL LEADERS RECOGNIZE THE NEED FOR A COHERENT, COORDINATED NATIONAL TRAINING POLICY, AND, OF COURSE, ADEQUATE APPROPRIATIONS.

IN ILLINOIS, THE STATE'S GENERAL REVENUE FUND PROVIDES RESOURCES FOR PROGRAMS THAT HELP NEW OR EXPANDING FIRMS OFFSET THEIR TRAINING COSTS. BOTH PROGRAMS HAVE BEEN IMMENSELY SUCCESSFUL, BOTH IN PROVIDING OUR FIRMS WITH NEEDED SKILLED WORKERS AND IN INDUCING COMPANIES TO LOCATE IN ILLINOIS.

WE ARE VERY ENTHUSIASTIC ABOUT THE POTENTIAL AND POSSIBILITIES OF THE NEW JOB TRAINING PARTNERSHIP ACT, ESPECIALLY IN VIEW OF THE IMPACT THAT COMMUNITY COLLEGES CAN MAKE.

I BELIEVE THAT ONE OF THE PRIMARY BENEFITS OF THIS LEGISLATION IS THE EMPHASIS ON LOCAL INPUT AND ADMINISTRATION. AND IT IS, OF COURSE, HERE THAT THE NATION'S COMMUNITY COLLEGES CAN BECOME EVEN MORE INSTRUMENTAL IN THE ECONOMIC RECOVERY OF THIS COUNTRY.

WE HAVE ALREADY BEGUN TO IMPLEMENT A NEW DISPLACED WORKERS PROGRAM UNDER THE PROVISIONS OF THE JOB TRAINING PARTNERSHIP ACT. IN 1983, FIVE REGIONAL DISLOCATED WORKERS ASSISTANCE CENTERS WILL BE ESTABLISHED IN SELECTED LABOR MARKETS THROUGHOUT ILLINOIS. BECAUSE THE NEEDS IN HIGH UNEMPLOYMENT AREAS HAVE REACHED A CRITICAL POINT, WE ARE WORKING AS FAST AS POSSIBLE TO SET UP THESE LOCAL PROGRAMS, AND WE PROJECT AN APRIL 1 START-UP DATE.

WE HAVE ASKED COMMUNITY COLLEGES AS WELL AS OTHER INTERESTED GROUPS TO ESTABLISH THESE CENTERS. BY APRIL, WE WILL SEE DISPLACED WORKERS GETTING THE HELP THEY SO DESPERATELY NEED -- TRAINING, JOB SEARCH, AND OUTREACH ASSISTANCE. THIS IS A PERFECT WORKING EXAMPLE OF WHAT CAN AND WILL BE ACCOMPLISHED WHEN THE FEDERAL GOVERNMENT, THE STATE AND COMMUNITY COLLEGES TEAM UP TO SOLVE THE PROBLEMS OF TODAY'S BUSINESSWORLD.

ONE OUT OF EVERY TEN AMERICANS IS UNEMPLOYED TODAY. YES, WE HAVE GREAT HOPES FOR THE JOB TRAINING PARTNERSHIP ACT, BUT WE NEED MORE. I AM LOOKING FORWARD TO THE REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT. IT TOO MUST BE BROUGHT INTO THE MAINSTREAM OF THE 1980's AND BEYOND.

NOW IS THE TIME TO FACE NEW DIRECTIONS IN VOCATIONAL EDUCATION LEGISLATION TO COMPLEMENT THE FORWARD MOVEMENT OF THE JOB TRAINING PARTNERSHIP ACT. NEW LANGUAGE SHOULD EMPHASIZE WHAT WE ARE DOING HERE TODAY, RECOGNIZING AND ENCOURAGING THE CRUCIAL ROLE OF COMMUNITY COLLEGES IN THIS NATION'S ECONOMIC DEVELOPMENT.

BUSINESS CONDITIONS IN THIS COUNTRY AND THE WORLD HAVE CHANGED AND IT IS TIME THAT FEDERAL LEGISLATION CHANGE ALONG WITH THEM. OUR TRAINING NEEDS ARE CRUCIAL AND THEY ARE GROWING. WE SIMPLY CANNOT SIT AND WAIT FOR THE SITUATION TO CHANGE.

I AM HEARTENED BY THE PROGRESS COMMUNITY COLLEGES HAVE MADE IN ILLINOIS ~~-~~ AND IN THIS COUNTRY, ESPECIALLY IN THE LAST FEW YEARS. COMMUNITY COLLEGES PROVIDE AN EXTRAORDINARY JOB TRAINING RESOURCE AND SERVE AS A NATURAL LINK IN OUR ECONOMIC DEVELOPMENT PLANS.

TO THAT END, WE PLAN TO CONTINUE OUR RELIANCE ON COMMUNITY COLLEGES AS AN IMPORTANT SKILL TRAINING RESOURCE FOR EXISTING FIRMS, FOR NEW BUSINESSES, AND FOR FUTURE BUSINESS EXPANSION, LOCATION AND RETENTION PROJECTS, IN ILLINOIS AND IN THE NATION.

THANK YOU.

Senator STAFFORD. Thank you very much gentlemen for your cooperation in getting this part of the program done within our time constraints.

I do have a few questions that I would be glad to either have you answer here or respond to in writing, whichever suits your convenience. If the responses are in writing, it should be at an early date.

Senator Elkins, do you have any suggestions for the subcommittee on how to enhance the ability of SACVE's to make decisions about vocational policy?

For instance, should we require that the SACVE's in each State have the power to approve the State plan for vocational education?

Senator ELKINS. Mr. Chairman, we think that it's very important that the SACVE's be deeply involved in the planning process.

I know in Tennessee we examine the budget, we comment on the plan for vocational education; and I am sure that this same process is carried out in every other State.

I think when Senator Quayle had questions about bridging the gap between business and industry and training and education, that this is the primary area that vocational education advisory councils can step in and bridge the gap. It's important for the councils to become deeply involved so that not only can they become an immediate part of planning and evaluating the programs, but more importantly, they are also taxpayers who support those programs that we're asking you to reauthorize today.

Mr. Wallace Vog, the president may have further comment?

Mr. VOG. Senator, on that point for the last 12 years in particular the councils have debated this particular issue. In our paper that we presented to the committee last summer at the hearings, we said some very definite things about how councils should be organized in the future.

We have agreed that councils should remain an advisory capacity, and not take on the role of a board approving or disapproving. And that's as much as we have been able to agree on at this point.

Thank you for the opportunity.

Senator STAFFORD. Thank you.

Dr. Viso, observations have been made that vocational programs tend to "cream" the best students, who are easily educated and placed in jobs, and ignore other less well prepared students who are handicapped or disadvantaged because of supposed difficulties in educating them.

Is this true? Also, the subcommittee has heard comments that in Chicago's better vocational schools, the disadvantaged are underrepresented, while more advantaged students make up the bulk of enrollments.

If this is so, could you tell us why it has occurred?

Dr. VISO. Sir, if you had asked me this question 7 years ago, I would have said the statements are correct.

Seven years ago we launched a project to improve services to the disadvantaged and the handicapped in vocational education. That program started in 1 school; the following year it went to 5; the following year to 7; then to 12; and it's now a citywide program.

Students are accepted into all vocational programs based on their high school graduation credentials after appropriate counseling, of course.

The support services program was put in place and costs more than $1 million a year to manage, and is in its second year of operation at this point in time.

At one point in time, in the sixties, admission requirements were established for entry into vocational high schools; and before I get into that, I'd like to say that our finest vocational programs are located in comprehensive high schools, along with the vocational high school programs.

In the sixties admissions criteria were established for admission into vocational high schools. That admission criteria had roughly 7.0 achievement in reading and mathematics.

The vocational high schools accept no less than one-third of student populations who achieve below those levels.

So in Chicago today we could not be accused of "creaming."

Senator STAFFORD. Thank you very much.

This question is for Dr. Rowlett and Dr. Pierce: Both of you have argued for an increased set-aside for postsecondary vocational education. Inasmuch as most students in postsecondary settings have access to numerous sources of federally sponsored student financial aid, my question is, why should there be any set-aside for postsecondary education at all?

If you prefer to answer this in writing, it would be agreeable to the subcommittee.

Dr. PIERCE. Well, your question is why should there be any set-aside? And I think that the decision on that issue has been made. A set-aside has been established.

Senator STAFFORD. Could you pull the mike up a little, please, Doctor?

Dr. PIERCE. Yes.

The decision on that issue has been made. There has been a minimum set-aside of 15 percent established.

Financial aid for students assists students in paying for their tuition and other costs. For the most part tuition normally supports anywhere from 20 to 40 percent of the cost of instruction. There are also other costs associated with vocational education. With the additional students enrolling in vocational programs at the postsecondary level—being now above the 50-percent mark—then additional funds are required to support these other costs.

We would be happy to provide additional comments on that in writing.

Senator STAFFORD. We would be glad to receive it, Dr. Pierce.

Dr. Rowlett.

Dr. ROWLETT. Yes.

My response would run something like this: When the 1917 act was passed, we established what one might call the trivium of vocational education: Agriculture, home economics, and trade and industrial education, written into the law.

These programs grew, expanded; other programs were added to them with the expansion of the acts; and they are well in place. They have been in place for decades.

The 15-percent set-aside, I think, is an assurance that at least 15 percent of these funds will go perhaps to newer programs and not those that have been in place for 50 or 60 years.

Frankly I would like to see the dollars flow to the programs that are needed without any kind of set-aside for type or levels of programs.

Senator STAFFORD. Thank you very much.

Doctors, one final question, I guess. You recommended the requirements for the vocational education data system be reduced and consolidated. How specifically should this be done, and how do we balance the need to know who is being served and how effectively against the need to modify administrative burdens on data providers?

Dr. PIERCE. Mr. Chairman, let me make just one brief response on that, and then we'll be happy to provide you with a written response on it.

We have many instances where the cost of supporting the data system is extraordinary, very high. We have cited one example in our written testimony of a district where one-half of the Federal vocational funds they receive go to support the data project.

And it's simply that we feel the VEDS requirement, as it is now structured, is requiring perhaps a disproportionate amount of dollars. It may well be that we're not getting the cost value out of the program.

Beyond that, let us provide you with some written comments.

Senator STAFFORD. We appreciate that.

I understand, Dr. Viso, you wished to comment on the earlier question?

Dr. VISO. Yes, sir, the question on set-asides for the postsecondary level. I'm not against them, and I'm not against your increasing them to 30 percent. My concern is that, as you reduce dollars that flow to secondary and elementary school districts, you merely curtail and in many instances completely eliminate programs. While the Federal Government is only funding 10 percent of the cost, that 10 percent is oftentimes the driver that makes the program work.

At the present time I operate some postsecondary programs along with my other responsibilities. Our rate of reimbursement for those programs is roughly 300 percent of the reimbursement that I receive for my secondary programs, even though the programs are identical—the only difference being they are at the postsecondary level.

Thank you.

Senator STAFFORD. Thank you, sir.

Thank you very much. Let me conclude the hearing with this final query. I think all of you may have been in the room when the first panel was testifying, and a question I raised with them was based on Ms. Goldsmith's testimony, which had to do with the Federal-State ratio of support in the future.

As you know the current ratio of Federal support to State and local effort for vocational education is about 1 to 9 or thereabouts.

And Ms. Goldsmith proposed it should approach 20 to 80.

The administration proposal for funding is a reduction from 9 to 1 to about 6 or 7 to 1.

What would your feelings be should we reduce funding? Or should we attempt to increase it?

Dr. VISO. No, don't reduce—no way!

Senator **Stafford**. Senator Elkins, do you agree with that? I notice you're nodding your head.

Senator **Elkins**. I agree entirely.

Senator **Stafford**. Dr. Rowlett.

Dr. **Rowlett**. I don't see how one logically can talk about reducing funding for vocational education. I am sorry but this proposal makes absolutely no sense to me.

Senator **Stafford**. Dr. Pierce.

Dr. **Pierce**. Our recommendation is that you fund it at about the $1.5 billion level.

Senator **Stafford**. Thank you, gentlemen. The Chair has frankly told the Secretary of Education that we didn't see how we could consider any reductions in funding in this area. That remains to be worked out.

We are very appreciative to all of you for joining us today and helping the subcommittee with what looks like our major educational task in this Congress. Thank you all very much.

At this point I order printed all statements of those who could not attend and other pertinent material submitted for the record.

[The material referred to follows:]

aascu

American Association of State Colleges and Universities One Dupont Circle/Suite 700/Washington, D.C. 20036 (202) 293-7070

February 28, 1983

Honorable Robert Stafford
U. S. Senate
Washington, D. C. 20510

Dear Senator Stafford:

This is to let you know that the National Association of Independent Colleges and Universities (NAICU) also wishes to be recorded as supporting Dr. John Rowlett's testimony on vocational education on March 2.

Sincerely yours,

John Mallan

John Mallan
Vice President
for Govermental Relations

JM/adm

cc: Bruce Post

Chairman, **James W. Cleary**, President, California State University, Northridge; Chairman-Elect, **Joseph J. Orze**, President, Northwestern State University, LA; Past-Chairman, **John J. Kamerick**, President, University of Northern Iowa; Secretary/Treasurer, **Janet Gorman Murphy**, President, Lyndon State College, VT; President **Allan W. Ostar**.

Directors: **Harold Abel**, President, Central Michigan University; **Warren J. Baker**, President, California Polytechnic State University, San Luis Obispo; **Myron L. Coulter**, President, Idaho State University; **H. Douglas Covington**, Chancellor, Winston-Salem State University, NC; **Janet Greenwood**, President, Longwood College, VA; **Eugene Hughes**, President, Northern Arizona University; **Aubrey K. Lucas**, President, University of Southern Mississippi; **Walter Smith**, President, Florida A & M University; **Lloyd I. Watkins**, President, Illinois State University; **Albert A. Watrel**, President, Dickinson State College, ND; **Gregory Wolfe**, President, Florida International University; **James H. Young**, Chancellor, University of Arkansas at Little Rock.

Cable Address: AASCU-Washington, D.C.

QUESTIONS FROM SENATOR HATCH FOR DR. DAVID PIERCE
EXECUTIVE DIRECTOR, ILLINOIS COMMUNITY COLLEGE BOARD
SPRINGFIELD, ILLINOIS

QUESTION: 1. I am not sure it should be the prerogative of the Congress to tell the states how they must organize themselves in order to receive federal vocational funds that they must have a sole state agency as now required. Shouldn't states have the flexibility to designate agencies or delivery systems peculiar to their needs?

ANSWER: Community Colleges are not so concerned about the sole state agency provision as we are about the planning and decision-making process. We realize someone must be given the responsibilty to write the checks and monitor the programs. Our largest single concern is that the deliverers of service must have some voice in the planning process and related resource allocation. One suggestion is to greatly strengthen the authority of the planning committee in developing the statewide plan. At a minimum, postsecondary representation should be greatly strengthened and assured.

QUESTION: 2. Since the new State Coordinating Councils of the Jobs Training Partnership Act (JTPA) have a broad charter on behalf of the Governor to coordinate all training, how do you see these Councils fitting into the overall state vocational education plan? Should they have the authority as some have suggested to "sign off" on any state plan for vocational education, or proposed use report as provided in my bill of last year?

ANSWER: We certainly support having representation from the JTPA State Coordinating Council on the State Vocational Education Planning Committee. In fact, comments and review should be required. However, we do not support a JTPA required sign-off or veto authority. Our reason for this position is that it appears that much of the current CETA staff and decision-making apparatus are being transferred now to JTPA. Frankly, we would prefer to see how all of that shakes out before developing added sign-off requirements.

Another reason we do not support JTPA veto authority is that vocational education serves quite a different clientele than JTPA. At this point in time, it appears this kind of requirement could motivate needless local conflict and "turf" struggles.

QUESTION: 3. It has been my observation that not enough of the money allocated for vocational education actually gets right down where it will do the most good - into instructional programs where the people and jobs are. In the JTPA, we mandated that 70% of the funding must go into direct instructional costs - should the same thing apply to federal vocational education funds?

ANSWER: We agree, depending on the definition of direct instructional costs.

QUESTION: 4. How do you see the vocational education delivery system fitting into activities designed to improve economic conditions - re-training adults for employment, for example?

ANSWER: Perhaps we need a new definition of vocational education. But we view community colleges as an integral part of any economic development program. Here are some quotes from others that answer this question, we agree.

Governor Jim Thompson of Illinois recently told a group of community college trustees, "Community colleges have emerged as a pivotal, critical, flexible, leading partner in this national [economic development] effort. They offer a major community resource of learning that is accessible, easily integrated with the community and business organizations . . . prime resources for training new jobs skills--all at a lower cost." His message is not unique among our nation's governors. Governor James R. Hunt, Jr., of North Carolina termed his state's network of community colleges "the presumptive deliverer of skilled training" and called them the "backbone" of the state's economy. Governor Pierre DuPont IV of Delaware recently stated,"There are over 1,200 community, technical, and junior colleges across the country, and their combined knowledge and experience can be put to work on the problem of training immediately."

The business world is catching on also. Hunter W. Henry, president of Dow Chemical U.S.A., in recently discussing the economic blight in Michigan, said that "Community colleges . . . have been Michigan's great strength in recent years, and I think they may yet be our salvation."

QUESTION: 5. Since postsecondary institutions do so much of the specific job training, but yet such a small percentage of federal funds are earmarked for these institutions, do you have any suggestions as to how to channel a more equitable share of the money into the postsecondry schools?

ANSWER: First of all, we feel strongly that any reauthorized Voc-Ed Act must contain a separate title, and separate funding, aimed at serving out-of-school youth and adults. One crying need in this country is for the re-training of adults. Most of the newly emerging technician jobs will require a math, science, and literacy base, and that is where community colleges can really do the job.

Secondly, we encourage you to establish the principle that the federal dollars should follow the student on a full-time equivalent basis. Those providing the services should get the dollars

Third, we think the current minimum setaside for postsecondary institutions should at least be doubled from the current 15 percent to at least 30 percent or more. Furthermore, we feel that the law should clarify that this is a floor rather than a ceiling.

Fourth, we feel strongly that the state-level planning and evaluation process must be greatly strengthened. Representatives of postsecondary institutions must be heavily involved in that process. As a result, if there is equitable representation in the planning process, it should equate to more equitable funding allocations.

QUINCY AREA VOCATIONAL TECHNICAL CENTER
Administered By Quincy Public School District 172
219 Baldwin Drive, Quincy, Illinois 62301
(217)224-3775

Eugene Willimann
Director

March 14, 1983

Senator Robert T. Stafford
Subcomittee on Education, Arts, and the Humanities
5219 Dirkson Senate Office Building
Washington, D. C. 20510

Dear Senator Stafford:

Thank you for your consistent efforts towards improving funding for vocational education.

As a director of one of the 33 Area Vocational Centers in Illinois, I thought some encouragement could be provided to you by my listing some concerns the Quincy Area Vocational Center seems to share with others.

1. Our Center was first opened in School Year 1973-74. Since then, we have added some moveable equipment but the primary facilities and major equipment remains as installed originally. We are unable to plan for modification even though we know that the new technology era demands it.

2. In years gone by we were able to do special things for students because our vocational training classes had enrollments of 12 to 15 students. We now must consider enrollments of 24 and require our classes to average at least 20.

3. Mainstreaming sounds like a good approach for special education students. However, what can we provide for them when classes are so large.

4. Tuition, which our participating districts must pay, has increased much more rapidly than the state and federal assistance has. (See enclosed chart). Because of the increased tuition costs, there exists the very real threat of schools discontinuing their participation. Two out of six already have. If many pull out, we will not be considered a special organization (one which has students in programs from more than one school district). This would reduce state aid by about one-third and even the administering district would be forced to drastically reduce its vocational offerings.

5. Today's youth need special help, i.e. job seeking skills and assistance; more extensive career guidance; advice for post-secondary training, etc. It is frustrating to know some things that can be done and to be unable to do them.

There are some major problems for us, I assume they are common for vocational education throughout this country. Thanks for hearing me out.

Sincerely,

Gene Willimann

Gene Willimann
Director

[Whereupon, at 12:15 p.m., the hearing was adjourned.]

OVERSIGHT OF VOCATIONAL EDUCATION, 1983

THURSDAY, MARCH 3, 1983

U.S. Senate,
Subcommittee on Education, Arts and Humanities,
Committee on Labor and Human Resources,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:08 a.m., in room SD-430, Dirksen Senate Office Building, Senator Robert T. Stafford (chairman of the subcommittee) presiding.

Present: Senators Stafford and Pell.

Opening Statement of Senator Stafford

Senator **Stafford**. Good morning, ladies and gentleman. I am pleased to welcome you here for the Subcommittee on Education, Arts and Humanities, and I am happy that this morning we have Mr. Michael Hartman here to interpret at least the sensible things we say for those who cannot hear.

The Subcommittee on Education, Arts and Humanities, as part of its investigation of the Vocational Education Act, will review the provisions of the act which affect programs and services for special populations, including the handicapped, disadvantaged, limited English speaking, Indians, and women.

In this regard, our witnesses represent a wide spectrum of those organizations who speak on behalf of the special populations and who also provide direct services. The current Vocational Education Act stipulates that portions of the Federal dollars be set aside for special populations.

The vocational education data system mandated in the act has supplied data which reveals that since 1979, the percentage of handicapped and disadvantaged students enrolled in vocational education has increased. Although this increase is relatively small, it suggests that through the provisions of the set-asides and matching and excess cost requirements, State and local school districts have made some efforts to improve access for groups previously excluded from vocational programs.

The research conducted by the National Institute of Education, which Congress requested in 1976, further supports that some gains have been made. However, the research also points out that handicapped and disadvantaged students are less likely to be placed in quality vocational and cooperative education programs than are their nonhandicapped and nondisadvantaged peers.

Further, although there have been some gains made in the secondary vocational arena, there has been little or no progress made in the postsecondary area. If handicapped and disadvantaged individuals are to truly become independent and self-supporting members of our society, opportunities for acquiring vocational and technical skills must be available at both the secondary and nontraditional, postsecondary levels.

This subcommittee has already heard testimony from several witnesses regarding the lack of appropriately trained handicapped workers. We have also heard testimony from the business community that both handicapped and minority populations can be successfully trained and placed, provided that the program of instruction is matched to the individual's needs. In fact, business and industry have demonstrated this through the effectiveness of their own training programs designed specifically for handicapped and disadvantaged individuals.

With this in mind, this Senator looks forward to hearing suggestions about the ways in which the Vocational Education Act can encourage greater access and more effective program options for handicapped and disadvantaged individuals, as well as women and Indians, at the secondary and postsecondary levels.

The Chair will again point out to our people who are in attendance with us this morning that it is not from lack of interest that other members of this subcommittee are not here at the present time. It is due to the fact that we have so many things going at once today, as we seem to each working day, that every member of this subcommittee is supposed to be in at least two places, including its chairman.

But I feel it my duty to be here in any event, and I am particularly interested in the subject matter that we are discussing. I will have to confess to you that at times I enjoy being here like this because when I say we are going to do something without objection, there is nobody here to object. [Laughter.]

Having said that, the first panel will be Mr. Fred Weintraub, assistant executive director for governmental relations, the Council for Exceptional Children; Dr. Allen Phelps, director, Career Development for Special Populations, College of Education, University of Illinois, Urbana, Ill.; Ms. Kathleen Finck, president, Vermont Vocational Association, from Graniteville, Vt.; and Ms. Jane Ann Razeghi, acting director, American Coalition of Citizens with Disabilities, Washington, D.C.

The Chair would invite you to come to the witness table, if you will, please. We never seem to have enough time here to do things as thoroughly and to be as courteous to our witnesses who have devoted a great deal of time to prepare for these hearings as we should, and today seems to be no exception to that unfortunate situation.

So, the Chair will state first, there being no objection, that all of your written statements will be placed in the record in full, and that will go for the second panel as well.

We would ask you, if you could, please, to summarize your statements in about 6 minutes. We are going to move from left to right, if that is agreeable to the panel. The Chair is going to indulge for a moment in a long friendship and say, Fred, it is nice to have you here this morning. We will be very glad to hear you first.

STATEMENT OF FREDERICK J. WEINTRAUB, ASSISTANT EXECUTIVE DIRECTOR, DEPARTMENT OF GOVERNMENTAL RELATIONS, THE COUNCIL FOR EXCEPTIONAL CHILDREN, RESTON, VA.; L. ALLEN PHELPS, ASSOCIATE PROFESSOR AND DIRECTOR, OFFICE OF CAREER DEVELOPMENT FOR SPECIAL POPULATIONS, UNIVERSITY OF ILLINOIS, URBANA, ILL.; KATHLEEN FINCK, PRESIDENT, VERMONT VOCATIONAL ASSOCIATION, GRANITEVILLE, VT.; AND JANE ANN RAZEGHI, ACTING DIRECTOR, AMERICAN COALITION OF CITIZENS WITH DISABILITIES, WASHINGTON, D.C., A PANEL

Mr. **Weintraub**. Thank you, Senator. We thank the committee for the opportunity to testify——

Senator **Stafford**. I would like to warn all of the witnesses, if I may, that our PA system here seems to lack volume. If you could get the microphones fairly close, our guests will be able to hear.

Mr. **Weintraub**. Thank you, Senator. We thank the committee for the opportunity to testify regarding the reauthorization of the Vocational Education Act. The Council for Exceptional Children, representing 50,000 professionals in the field of special education, is committed to the advancement of vocational education for exceptional persons. It is our primary purpose today to offer recommendations to further that advancement.

In examining the issue of vocational education, it seems to us that there are four basic premises as it relates to the participation of handicapped persons. The first is that handicapped persons have been denied and continue to be denied adequate access to vocational education.

Second, the primary resistance to such access rests within the vocational education system. Third, progress to date has been through primarily congressional leadership. Fourth, further congressional initiatives are needed if we are going to solve the problems of the participation of the handicapped in vocational education.

Today, I would like to address some particular issues and recommendations of the council. The first issue deals with the set-aside for the handicapped. We wish to reiterate our support for the set-aside approach, and we would like to recommend consideration of enlarging the percentage factor of that set-aside.

Moreover, we endorse the continuation of both the matching requirement and the excess cost requirement within the set-aside. We do acknowledge that there are problems with the implementation of the matching component in relationship to the excess cost provision, but such problems do not diminish the soundness of the excess cost principle and we offer our services to the Congress toward achievement of a clarification of the excess cost factors.

We would also like to mention that we hear in some quarters of efforts to increase the postsecondary set-aside to 30 percent. If this is to be done by the Congress, we would recommend that a percentage of funds within such a set-aside be reserved for handicapped youth and adults.

The second issue pertains to equal access. While the vocational education statute contains a fiscal set-aside for handicapped youth, nowhere is there a mandate to achieve equal access for handicapped youth, whether as a matter of overall purpose in the act or as a requirement of State plans or as a requirement of local applications.

However, such equal access language is present in the statute for other populations. We strongly urge that such language be included in all appropriate sections of the act.

The third issue pertains to State and local leadership. We would like to recommend that the act be amended to strengthen leadership at the State and local levels in all aspects of vocational education for handicapped youth. We have observed a notable lack of such leadership, both professional and advocate, across the country.

The council is pleased that the Congress previously provided for the presence of persons with special knowledge, experience or qualifications with respect to the special educational needs of handicapped persons on both the National Advisory Committee for Vocational Education and the State advisory committees for vocational education. We would ask that the Congress now make a requirement for a similar presence on the local advisory committees.

In the administrative area at the State level, section 104, we would urge the Congress to require an administrative function for the education and training of handicapped youth within the sole State agency required by the act. It is now our feeling that only through this kind of clear directives can we begin to guarantee the leadership expertise necessary to move handicapped participation forward in each State.

All information indicates that programing for handicapped youth in vocational education at the State level is still in the developmental stage. Therefore, continued short- and long-term planning by the States is essential. We have certain recommended improvements to the statute pertaining to the required 5-year plans.

For example, we observe that the law clearly provides for the participation of a number of representatives of State agencies and programs in the formulation of the State plans. Examples would be a representative of the State agency having responsibility for community and junior colleges and a representative of the State agency having responsibility for institutions of higher education.

As the members of this committee well know, every State has a special education department within its State education agency. Moreover, these departments have the day-by-day responsibility for implementation of Public Law 94-142, the Federal Education for All Handicapped Children Act of 1975.

Given the fact that the vocational education statutes as they now exist clearly call for coordination in both planning and programing between Public Law 94-142 requirements and Federal vocational education requirements for handicapped persons, we urge the Congress to require the participation of a representative of the State special education agency in the formulation of State vocational plans.

The fourth issue deals with special programs. The existing act provides some very important special program targets authorized either as required or allowed uses of money by the State or as authorized special grants to the State from the U.S. Secretary of Education.

Targeted areas include work-study programs, cooperative vocational education programs, research, exemplary and innovative programs, curriculum development programs, vocational guidance and counseling, and vocational education personnel training.

Again, since we have gone nearly 15 years with only minimal progress for handicapped youth in vocational education, and also because of the importance of each of these targeted areas for handicapped youth, we urge the Congress to place a statutory presence for the handicapped in each of these aforementioned categories.

We use the word "presence" because we would like to discuss with the Congress the best approach which might be taken in each targeted category, ranging from an actual fiscal set-aside to other forms of required participation. We are certain that the members of this subcommittee will fully appreciate the critical importance for handicapped youth in the development of programs in such areas as cooperative vocational education.

Senator STAFFORD. Fred, could I point out that we do have a stop-and-go system here? Would it be possible now to conclude in a couple of minutes?

Mr. WEINTRAUB. Yes, Senator.

The fifth issue deals with the Federal administering agency. Senator, despite the mandates of the Congress regarding participation of the handicapped as well as other minority and disadvantaged populations, it has been interesting to us that in the Federal agencies there still does not exist an individual clearly responsible for the implementation of these requirements.

We believe that it is now time for the Congress to require, in statute, such a person and to specify the status and position of such a person within the agency.

The sixth issue deals with information needs. The administration's legislative proposals would do away with the vocational education data system. Not only have they asked the Congress to do that, but they also have administratively done away with most of the valuable aspects of that system.

If the Congress and if the public are going to monitor carefully the implementation of services to the handicapped and know what services are being provided, it is critical that not only that system continue, but that Congress mandate specific data requirements that it wishes that system to gather.

The seventh and final issue deals with personnel development. There is often the complaint that one of the problems that we have is that there are not well-trained people in vocational education to serve the handicapped. There is similarly a complaint that there are not people trained in special education to understand vocational education.

We would like to see the Congress specify in section 172 of the act dealing with personnel development, specific programs to assure that there are adequately trained people in both vocational education and special education to carry out the requirements of the act.

These are the essentials of our recommendations. Within our testimony, we have presented the rationale in greater depth. We think that it is time for the committee to make the next big step. I would just like to conclude with the statement that there are those who would suggest block-granting vocational education and doing away with the specifics.

There are those who suggest that it is time to change vocational education dramatically and limit all the Federal funds to minority populations. The last approach is certainly tempting to us. However, we would like to see one last attempt on the part of the Congress—and, certainly, the Council for Exceptional Children supports this—to try to make vocational education a system that serves all Americans.

We would like to see that accomplished, and if that cannot be accomplished, then maybe it is time to talk about further proscribing the Federal role in vocational education with respect to the population served. Thank you, Senator.

[The prepared statement of Mr. Weintraub follows:]

STATEMENT OF

THE COUNCIL FOR EXCEPTIONAL CHILDREN

to

THE SUBCOMMITTEE ON EDUCATION

of

THE U.S. SENATE LABOR AND HUMAN RESOURCES COMMITTEE

with respect to

REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

March 3, 1983

Submitted by:
Frederick J. Weintraub
Assistant Executive Director
Department of Governmental Relations
The Council for Exceptional Children
1920 Association Drive
Reston, Virginia 22091

For further background contact:
Joseph Ballard
CEC Headquarters
Telephone: (703) 620-3660

We thank the distinguished members of the Senate Subcommittee on Education for the opportunity to testify regarding the reauthorization of the Vocational Education Act. The Council for Exceptional Children (CEC), representing some 50,000 professionals in the field of special education, is committed to the advancement of vocational education for exceptional persons. It is our primary purpose today to offer recommendations to further that advancement. But let us first present a very brief legislative background from the standpoint of our perspective on behalf of exceptional persons.

Background

The federal role in vocational education in public schools began with the Smith-Hughes Act of 1917. This Act allocated funds to states to encourage high schools to provide more practical occupational training.

The Vocational Education Act of 1963 and the subsequent 1968 Amendments made major changes in federal vocational education policy. The 1963 Act targeted aid toward particular disadvantaged groups. The 1968 Amendments specified that at least 15 percent of each state's basic grant be used for disadvantaged students, at least 10 percent for handicapped students, and at least 10 percent for postsecondary and adult education.

P.L. 94-482, the Education Amendments of 1976, made no changes in the basic goals and purposes of the Vocational Education Act. However, it increased the set aside for the disadvantaged to 20 percent and to 15 percent for postsecondary and adult education. It retained the 10 percent set aside for the handicapped and increased pressure on state and local agencies to serve handicapped individuals in vocational education programs. P.L. 94-482 requires that federal dollars spent under the handicapped set aside be matched with state and local dollars to pay for the excess costs of services for handicapped students.

Furthermore, Section 107 of P.L. 94-482, requires State Plans which (1) describe programs and services for the handicapped; (2) describe how these programs and services are to be coordinated in conformity with the handicapped student's "individualized educational program" as required by P.L. 94-142; and (3) describe how all of the preceding are consistent with the State Plan for education of the handicapped as required by P.L. 94-142.

Other significant components of P.L. 94-482 include: assurances of handicapped representation on the National Advisory Council on Vocational Education; and an information system which yields data on the status of the handicapped in vocational education programs.

It is clear, given the nature of the statutes as they exist today with respect to handicapped youth, that the Congress was convinced of all of the following:

- Handicapped youth were not enjoying anywhere near satisfactory access to vocational programs.
- The ten percent set aside was necessary if this inequitable access were to be reversed.
- Even with the set aside, state and local dollars were not being generated; therefore, a statutory match was required.
- It was necessary that the vocational education of handicapped children be coordinated with the larger mission of P.L. 94-142, thus the requirement of conformance with the individualized educational program.

What Progress?

CEC observes that progress, though most limited, is evidenced as a result of the action taken by the Congress in the late 1960's and mid 1970's. Available data from the National Center for Education Statistics (NCES) indicates a disturbingly slow but nonetheless steady rate of increase since 1974 in the numbers of handicapped youth served.

Total of Handicapped Enrolled in Vocational Education

74-75	75-76	76-77	77-78	78-79	79-80	80-81[1]
263,064	284,065	344,041	360,151	235,988	400,575	554,176

Handicapped as A Percentage of the Total Enrollment

74-75	75-76	76-77	77-78	78-79	79-80	80-81[1]
1.7%	1.8%	2.1%	2.1%	2.5%	2.6%	3.3%

Moreover, there is a correspondingly slow, but steady increase since 1974 in the commitment of federal, state and local resources for the vocational education of handicapped youth.

Federal Expenditures

74-75	75-76	76-77	77-78	78-79	79-80
$42,813,946	$42,269,056	$44,758,161	$44,769,374	$53,140,457	$63,063,123

State and Local Allocations

74-75	75-76	76-77	77-78[2]	78-79	79-80
$56,119,820	$71,638,876	$76,319,671	$187,843,929	$121,163,367	$132,194,946

Thus, since the Congress created and later strengthened the set aside, both total funding and enrollments of handicapped students have grown. Indeed, a relatively small investment of federal dollars has resulted in increased state and local agencies investments. On the other hand, it should be noted that by way of comparison of use of available state and local funds, there is a greater dependency on federal funds for vocational programs that serve special needs populations, such as the handicapped, than for the overall vocational program.

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[1] Preliminary Data, NCES

2 Probably reflects confusion in states with data reporting requirements

As previously mentioned, a slow increase in enrollments can be observed. However, what remains most disturbing is a review of comparative totals. Namely, handicapped children and youth in special education now represent 9.5 percent of the total school age population in the nation. However, handicapped youth still only represent 3.3 percent of the total enrolled population in vocational education.

Set Aside for Handicapped Youth

Mr. Chairman, this committee is probably aware of the general position of The Council for Exceptional Children with respect to the federal approach to handicapped youth in the vocational education statutes. In 1968 we came before the Congress to express deep concern over the lack of accessibility for handicapped youth within the vocational instructional systems. In early 1975, prior to enactment of P.L. 94-482, we reported that only minimal progress had occurred in the early 1970's; and we urged the Congress to significantly strengthen the potential of the set aside by requiring some sort of match with state and local resources. We have been most appreciative that the Congress has remained sensitive to the appropriate participation of handicapped youth in vocational programs through both the creation and strengthening of the set asides.

In March of 1975 we stated in testimony before the Congress: "Mr. Chairman, we are not committed to any particular legislative 'modus vivendi,' so long as the essential objective is achieved." That remains our position today. Certainly all statutory approaches to a particular problem are to a degree imperfect. If it can be clearly and convincingly evidenced that a better approach than the use of a set aside is available toward achieving the full participation of handicapped youth, then the Council is ready to listen. However, we remain committed to the set aside approach in the absence of any such convincingly better vehicle.

Mr. Chairman, there are recommendations coming from some quarters to remove the set aside for the handicapped. The Administration's proposals called for such removal as well as the proposal of certain organizations representing the vocational education system. We testified before this panel on July 1 of last year to offer our reasons for opposing the elimination of such protections for the handicapped. What is interesting in the proposals being offered for removal of the set asides is the total absence of any responsible alternative toward achieving improved participation for handicapped youth in vocational education.

At the same time, Mr. Chairman, we observe the recommendation coming from respectable quarters that the federal mission in vocational education be totally redesigned to be essentially a program for disadvantaged and minority populations, including the handicapped. The argument is made that vocational education's record for serving women, the handicapped and minorities is alarmingly poor and, therefore, all federal vocational education resources should be directed to such populations.

We are frankly not without sympathy for the case made by those who would refocus for a disadvantaged-only federal thrust. However, we have consistently remained loyal through the years to the basic "all population" approach. It is our position today that CEC will work with all of its resources in one last attempt to make the Vocational Education Act work for all Americans. In that context, we would like to briefly today recommend a number of changes in the existing statute.

First, we wish to reiterate our support for the set aside approach, and we would like to recommend consideration of enlarging the percentage factor of that set aside. Moreover, we endorse the continuation of both the matching requirement and the excess cost requirement within the set aside. We do acknowledge that there are problems with the implementation of the matching component in relation to the excess cost provision. But such problems do not diminish the soundness of the excess cost principle; and we offer our services to the Congress toward achievement of a clarification of the excess cost factors.

With respect to all of the basic existing elements of the set aside, a survey conducted last year by the House Select Education Subcommittee has been instructive. The survey was directed to persons in State Departments of Education who are directly involved in the implementation of the set aside provisions for handicapped youth. Responses to the survey were received from 28 states, the Virgin Islands and the District of Columbia. Respondents were asked, among other questions, how set aside funds were used; and what would be the effect of the elimination of the set aside and the matching requirements.

CEC's review of the raw data found that the following responses were consistently repeated:

- The majority of the funds are used for support services for handicapped students in mainstream vocational education programs.
- Elimination of the set asides would cause a 30 percent to 60 percent decrease in enrollment and support services for handicapped students, with a few states indicating an eventual complete dismantling of support services.
- A matching requirement should be maintained, however, consideration should be given to the inclusion of a waiver provision which would address the needs of small and rural areas who may experience difficulty in meeting the match.
- Elimination of the matching requirement would in some cases cause a significant decrease in services to handicapped students.

The clear response to the question of set asides was that they should be preserved because they have initiated a positive trend in expanded access to vocational programs for handicaped students.

The use of the word "initiated" is useful in characterizing what has and has not occurred. Long standing barriers have been breached. However, our members across the nation report that the struggle is still before us to achieve full access and program.

We would also like to mention that we hear in some quarters of efforts to increase the postsecondary set aside to 30 percent. If this is to be done by the Congress, we would recommend that a percent of funds within such a set aside be reserved for handicapped youth and adults.

Equal Access

We observe that while the vocational education statutes contain a fiscal set aside for handicapped youth, nowhere is there a mandate to achieve equal access for handicapped youth, whether as a matter of overall purpose in the Act, or as a requirement of state plans, or as a requirement of local applications. However, equal access language is present in the statute for other populations. We strongly urge that such language be included in all appropriate sections of the Act.

State and Local Leadership

We would like to recommend that the Act be amended to strengthen leadership at the state and local levels in all aspects of vocational education of handicapped youth. We have observed a notable lack of such leadership, both professional and advocate, across the nation.

The Council is most pleased that the Congress previously provided for the presence of persons with special knowledge, experience or qualifications with respect to the special educational needs of handicapped persons on both the national advisory for vocational education and the state advisory committees for vocational education. We would ask that the Congress now make a requirement for a similar presence on the local advisory committees.

In the administrative area at the state level (Section 104) we would urge the Congress to require an administrative function for the education and training of handicapped youth within the sole state agency required by the Act. It is now our feeling that only through this kind of clear directives can we begin to guarantee the leadership expertise necessary to move handicapped participation forward in each state.

All information indicates that programming for handicapped youth in vocational education at the state level is still in the developmental stage. Therefore, continued short and long term planning by the states is essential. We have certain recommended improvements to the statutes pertaining to the required five year plans (Section 107).

For example, we observe that the law clearly provides for the participation of a number of representatives of state agencies and programs in the formulation of the state plans. Examples would be: a representative of the state agency having responsibility for community and junior colleges, a representative of the state agency having responsibility for institutions of higher education.

As the members of this panel will know, every state has a special education department within its state education agency. Moreover, these departments have the day by day responsibility for implementation of P.L. 94-142, the federal Education for All Handicapped Children Act of 1975. Given the fact that the vocational education statutes as they now exist clearly call for coordination in both planning and program between P.L. 94-142 requirements and federal vocational education requirements for handicapped persons, we urge the Congress to require the participation of a representative of the state special education agency in the formulation of state vocational plans.

Special Programs

The existing Act provides some very important special program targets, authorized either as required or allowed uses of monies by the state, or as authorized special grants to the states from the U.S. Secretary of Education (Subparts 2 and 3 of the Act). Targeted areas include:

- work study programs;
- cooperative vocational education programs;
- research;
- exemplary and innovative programs;
- curriculum development programs;
- vocational guidance and counselling; and
- vocational education personnel training.

Again, since we have gone nearly 15 years with only minimal progress for handicapped youth in vocational education, and also because of the importance of each of these targeted areas for handicapped youth, we urge the Congress to place a statutory presence for the handicapped in each of these aforementioned categories. We use the work "presence" because we would like to discuss with the Congress the best approach which might be taken in each targeted category, ranging from an actual fiscal set aside to other forms of required participation. We are certain that the members of this subcommittee will fully appreciate the critical importance for handicapped youth in the development of programs in such areas as cooperative vocational education.

The Federal Administering Agency

The law authorizes an agency within the U.S. Department of Education to administer programs of occupational, vocational and adult education. Further, organizations such as CEC which labored diligently for creation of a cabinet-level department for education were careful to assure that this administrative function resided at the top of the bureaucratic ladder, with an assistant secretary reporting directly to the secretary of education.

It has been most disturbing to the Council that through all the years since initial creation of the set aside for handicapped youth there has been a near total absence in that agency at any given time of:

- someone with broad-based experience and expertise in the education of the handicapped; and

- someone clearly in charge of program administration and monitoring of the vocational education program for the handicapped.

The continuing lack of action by the Executive Branch in this respect forces us to now request of the Congress statutory action to fill this glaring gap.

We urge the Congress to authorize the designation within what is now the Office of Vocational and Adult Education of a person charged with administration of the entire federal thrust for the handicapped mandated by this law, including responsibility within that office for monitoring, information gathering and evaluation, the information gathering to be in conjunction with the National Center for Education Statistics. Further, we would urge that this person be required to report directly to the Assistant Secretary for Vocational and Adult Education.

Information Needs

The Administration in its proposal of last year would liquidate the Vocational Education Data System (VEDS). We find this proposal truly harmful. In the areas where programming is still in a developmental phase, such as that for handicapped youth, the Congress and the people have a need for, and a right to regular and dependable progress reports on a national basis. Beyond the Administration's extreme proposal, we observe that certain parts of the Vocational Education Data System were effectively shut down in 1981.

Mr. Chairman, it is through precise and accurate information that we are able to make a year by year judgment relative to real as opposed imaginary progress toward full program participation by handicapped youth. It is not enough to have a gross percentage of participants along with some macro fiscal data. We need to know in what sort of programs youth are placed, and in how restrictive an environment. We need to know precisely what handicapped youth are being prepared for in the world of work, and what cooperative agreements with business, labor and public employment programs are considering the needs of the handicapped in a meaningful manner. We need to know not only enrollment rates, but drop out rates--and in precisely what types of programs we need hard data on job placement and job retention.

We are, therefore, requesting more precise guidance from the Congress to the agencies with respect to information needed on an annual basis respecting all aspects of the participation of handicapped youth. We would urge the Congress to go even a step further. The law now requires an annual report to the Congress on the "status of vocational education" in the country. To achieve maximum attention and visibility for this crucial issue of the handicapped in vocational education, and to provide the sort of comprehensive information and assessment which is clearly needed, we recommend that a report to the Congress on the status of the handicapped in vocational education be required in 1985 or 1986.

Personnel Development

Unfortunately, the complaint is commonly heard around the nation that vocational education practitioners are sadly unprepared professionally for the education and training of the handicapped. With equal vehemence, the complaint is offered that special educators are untrained in important aspects of vocational programming and instruction. These are not new complaints; but we have been hearing them for too long. We would like to discuss with the Congress a new subsection to be included in Section 172 of the Act, dealing with personnel development programs in vocational education. Specifically, we recommend a section which would authorize programs of professional development which would address both the training of special education personnel in vocational education, and, vice versa, authorize programs which would address the training of vocational education personnel in special education.

Conclusion

Before closing, Mr. Chairman, permit us to simply cite further concerns of the Council which may have been eluded to but not specifically stated.

- The removal of eligibility barriers which in effect discriminate against handicapped youth.
- Intensified progress toward the achievement of the least restrictive vocational instructional setting for each participating handicapped youth.
- Greater proportional fiscal participation of state and local funds.
- Improved vocational opportunities for the severely handicapped student, for example, those who are both deaf and orthopedically impaired.
- Assurances that training and skills developed lead to meaningful employment. Merchandising and technical programs continue to have the lowest representation of handicapped persons. The most recent data indicates that handicapped persons still represent a dismal one half of one percent of total enrollment in the apprenticeship programs.
- Efficient interaction of special education and vocational education funds, federal, state, and local.
- Clarification for providers of the definition of handicapped children.
- Creation of a "Youth Find" program in the states, roughly similar to the special education "Child Find," such program to be coordinated with the state special education agency.
- Promotion of cooperative projects with organized labor and business for handicapped youth targeted at the secondary education level and focused on work site training. Concrete success has been witnessed in the vocational rehabilitation program with "Projects with Industry." Similar such achievements must be sought in vocational education.

In summary, Mr. Chairman, we can only say, clearly and simply, that the quality of adult life for millions of our handicapped youth beyond the school-aged years is critically dependent upon the skills that they can realize through the major systems such as vocational education. We hope that this senatorial panel will consider the proposals which we offer. The Council stands ready as an organization to provide every professional resource which it can command to assist you in the performance of your legislative duties.

Senator Stafford. Thank you very much for your excellent statement, as always, and I am sure the committee will consider very carefully what you have said to us in our efforts to rewrite the vocational education program.

Let me call the attention of the other panelists to that green/red light system there, which plagues us driving to work in the morning and may plague you here in the committee. But there are 6 minutes between the go and the stop, and the Chair will allow each panelist another minute to summarize. But we would appreciate it if you could summarize your statements in the 6 minutes and a 1-minute following summary.

Having said that, Dr. Phelps, you are next and we would be very happy to hear from you.

Dr. Phelps. Thank you, Senator. Can you hear me?

Senator Stafford. If you will speak right into that weak mike, I can.

Dr. Phelps. OK. Thank you very much for the invitation to come and share some insights and observations with this committee relative to the reauthorization of the Vocational Education Act.

I am also here as vice president of the American Vocational Association for the Special Needs Division, which includes some 2,000 administrators, teacher educators, counselors, and teachers who are actively involved in providing instruction and services to the some 3.3 million handicapped, disadvantaged, and limited English proficient youth and adults that are presently served in the Nation's vocational education system.

In preparing my testimony, I tried to address specifically the questions that you raised relative to which program options are optimally effective in programs that currently exist out there.

In doing so, I happened to run across and identify some 265 different programs that had been summarized and examined in about four major studies. I would just briefly like to mention what some of the main components of what these studies considered to be effective programs were. I know you have heard a lot of background information about many of these components and many of these services, so I will not take time to extensively describe them. But then I would like to move very directly into five major recommendations that I would like to present and share with the committee.

In terms of effective programs, there seem to be about eight key components, one of which is a commitment to Outreach, Youth Find, and a commitment to identifying all of the people within communities who need and desire vocational education and who have some kind of special problem and are in need of special services.

Once those populations are identified, a second component that seems to be pervasive is the component which allows for vocational assessment and evaluation. That vocational assessment and evaluation feeds into some kind of individualized planning mechanism. Those plans typically include a broad array of the fourth component of comprehensive support services that allow those students to be successful in mainstream vocational education programs.

There is an extensive involvement on the part of the private sector not only in planning and operating many of the vocational education programs that are effective with these populations, but also providing cooperative work training sites for students.

There is a fairly strong and effective local interagency component whereby people in vocational education get involved with and work with people that are also providing similar services to similar populations under CETA and vocational rehabilitation programs.

There is usually a strong in-school component of coordination among and between remedial and basic education teachers and vocational teachers, special education teachers, counselors, and others.

The eighth and last component which I found within these studies was a commitment, as Mr. Weintraub mentioned, to staff development and personnel development to be sure that those counselors and teachers that are providing services to these special populations are indeed knowledgeable of the requirements.

The implications for reauthorization of the VEA from this analysis are both numerous and complex. Clearly, there continues to be a crucial need for vocational education programs which serve the full range of handicapped, disadvantaged, and LEP individuals.

In the VEA, provisions must be both extended and expanded to assure that the employment preparation needs of our Nation's special citizens are met. The following five recommendations are offered for consideration by the subcommittee and the Congress.

First, maintain a strong Federal role in assuring that special-needs youth and adults will be served in vocational education programs. To assure access and equality of educational opportunities, it is imperative that the VEA continue to mandate programs and services to meet the needs of all special-needs youth and adults. Special set-aside programs to targeted populations must be maintained and fully funded to assist State and local vocational education systems in serving special-needs populations.

Second, enhance the provisions for collaboration with other federal programs and agencies. A common definition or definitions for special populations should be developed that is consistent with definitions in related pieces of legislation.

A common eligibility criteria must be specified in regulations to assure that all targeted populations have full access to the continuum of programs and services that are offered by federally funded education, job training, and employment programs. Also, strong consideration should be given to earmarking funds from other pieces of Federal legislation, such as the Education of the Handicapped Act, vocational rehabilitation, the JTPA, and chapter 1 of bilingual education, to support the related career exploration and pre-vocational types of programs that special-needs students need in order to be successful in vocational education.

Third, assure the availability of comprehensive support services for serving special populations in vocational education. Provisions within the VEA must assure that appropriate services are provided to all special-needs populations.

The availability of special services such as counseling, vocational assessment, specialized instructional materials, adaptive equipment, and job placement assistance is the cornerstone of an effective program.

Fourth, assure that effective and comprehensive program planning and evaluation occurs at the local level. Each community needs to carefully examine and closely plan for the vocational education needs of its special populations. Locally conducted interagency planning and coordination should be an integral part of providing cost-effective programs and services to special-needs youth and adults.

Parents of special-needs youth and representatives of the private sector need to assist educators in planning, monitoring, and evaluating programs on an annual basis. The evaluation provision should focus upon assuring that additional specialized services that are provided to special-needs youth are effective in enabling these students to make the transition from school to work.

Last, expand the capacity of the Federal and State education agencies to carry out program improvement activities related to special populations. To be responsive to technological, economic and social and professional changes in the workplace, vocational education must have a capacity for planning in growth and renewal.

In summary, since the enactment of the 1968 vocational education amendments, tremendous strides have been made in providing vocational education programs for the Nation's handicapped, disadvantaged, and LEP youth. Tremendous strides have been made in generating increased enrollments and in generating increased expenditures at the State and local level.

All we can essentially say at this point is that as a result of access, we have gotten our foot in the door, but much remains to be done in assuring that these programs and services are maintained, broadened, and strengthened.

I sincerely appreciate the opportunity to share with the committee these observations and recommendations.

[The prepared statement of Dr. Phelps follows:]

STATEMENT OF DR. L. ALLEN PHELPS
UNIVERSITY OF ILLINOIS at URBANA-CHAMPAIGN
before the
SUBCOMMITTEE on EDUCATION, ARTS, AND HUMANITIES
COMMITTEE ON LABOR AND HUMAN RESOURCES
U.S. SENATE

March 3, 1983

Chairman Stafford and Members of the Subcommittee:

My name is Allen Phelps. I am an Associate Professor and Director of the Office of Career Development for Special Populations at the University of Illinois. I am also Vice President of the American Vocational Association for the Special Needs Division, which includes some 2,000 teachers, administrators, teacher educators, and counselors who are actively involved in providing instruction and services to the 3.3 million disadvantaged, handicapped, and limited English proficient youth that are presently served in the nation's vocational education programs.

The Senate Subcommittee is to be commended for its deep concern in examining, in this special hearing, the status of vocational education programs for special populations. Since the enactment of the 1963 Vocational Education Act (VEA), there has been a continuing Federal commitment to assuring that handicapped, disadvantaged, and limited English proficient (LEP individuals have access to appropriate and comprehensive vocational eeducation programs and services. The commitment to special needs populations is evident throughout several sections of the 1976 Amendments. In the existing legislation the pervasive langauge contained in: (a) the setasides of the Basic Grant (Sec. 120 and 130), (b) the separate title for the disadvantaged, (Sec. 140), (c) the focus on special services to displaced homemakers and disadvantaged families in the Consumer and Homemaking title (Sec. 150), and (4) the Bilingual Vocational Training title (Sec. 181) reflect the commitment of the 94th Congress to a major Federal role in assuring that the needs of special populations are served through vocational education. In FY 1980, the last year in which Section 181 was funded separately, 29.5% of the total VEA appropriation was targeted for special populations. Clearly, this represents the critically important role that Congress envisioned for serving the employment needs of special populations through the VEA.

During November, 1982 the unemployment rate for youth between the ages of 16-29 was 24.2%. For black youth, the unemployment rate rose to 50.1% during November. According to the Youth Policy Institute (1983, p. 29), there were approximately 2.1 million unemployed teenagers in the U.S. in November, 1982. Clearly, the deep recession which we currently face has had a tremendous impact upon all members of our nation's workforce. It has, however, had its greatest impact upon those individuals who have traditionally and continually encountered the largest problems in acquiring and maintaining employment. In the VEA reauthorization process, we must move forward to extend and expand the capability of our nation's multifaceted vocational education system to serve effectively those individuals (both youth and adults) who have traditionally encountered the most severe problems in obtaining and maintaining employment.

As Chairman Stafford has requested, my comments are focused upon an analysis of programmatic practices that appear to be optimally effective. First, an overview of four recent major studies that have examined vocational programs serving special needs populations will be presented. A brief synthesis of the studies will be presented to identify the most frequently cited services and programming practices. Lastly, a series of recommendations regarding the reauthorization of the Vocational Education Act will be provided.

Overview of Recent Studies

Over the past five years several policy and evaluation studies have been undertaken by the National Institute of Education and other groups to examine the implementation and effects of the VEA legislation at both the state and local level. Unfortunately, these studies have, for the most part, focused upon enrollment, fiscal, and other policy questions (e.g., How effective are the setaside provisions?), rather than on analysis of successful or effective programming practices. However, four studies have been identified which have attempted to compile and analyze information from some 265 different vocational education programs serving disadvantaged, handicapped, and LEP youth and adults.

In 1981, The National Center for Research in Vocational Education published a report describing 137 vocational progarms that served American Indians, bilingual and LEP, disadvantaged, handicapped, migrants and the incarcerated. Across the 137 programs, there appeared to be several programming practices that were utilzied frequently. There included: adequate vocational assessment, innovative curricula and instructional strategies, recruitment of qualified professional and paraprofessional staff, inservice staff development programs to enhance staff capacity, comprehensive support services, increased parental and community participation, more efficient and effective use of resources (including funding, facilities, and equipment), and greater flexibility in program offerings (p. 3). The report indicated that the programs studied were "nominated", but does not indicate by whom the programs were nominated nor the criteria by which they were judged to be "exemplary." However, this report does represent an important compilation of program descriptions that did not exist prior to 1981.

As part of a project to study coordination practices between vocational education and CETA programs, Brower, Oglesby, and Whitney (1980) examined 111 local programs. The programs were originally nominated by regional and state CETA and vocational education staffs, and then judged against 28 standards which reflected exemplary coordination (p. I-4,5). It was somewhat interesting to note that only 10 of 111 programs served handicapped youth, and none of the programs appeared to be directly serving LEP youth. In a follow-up report Drewes, Brower, Bice, and Salkin (1980) described a guide for coordination of CETA-Vocational Education programs serving disadvantaged youth. They cited a variety of key components of successful programs: linked planning and evaluation, outreach, assessment, counseling, supportive services, remedial and basic education, institutional occupational skills training, work experience, on-the-job training, placement, job development, and business-industry-labor involvement (p. iii).

In 1981 Troike, Golub, and Lugo examined nine bilingual vocational training programs against ten specific criteria for judging a quality program. The qualitative criteria developed and used in the study included: (1) job placement rate, (2) needs assessment quality, (3) quality of program planning and management, (4) competence, training, and attitude of staff, (5) appropriateness of occupations selected for training, (6) trainee recruitment, (7) behavior of trainees, (8) learning rate and achievement levels of trainees, (9) institutionalization, and (10) community and business support. In examining programs that met these criteria they found several successful practices, including (1) team teaching and planning, (2) incorporation and sequencing of instruction in job-related English language skills with vocational skills, (3) job placement and follow-up, (4) awareness and instruction of differences and similarities of cultural patterns, (5) instructor/trainee interactions, (6) staff consensus in selection of vocational and language materials, (7) coordination of counseling and job placement, and (8) instruction in survival skills for the work place (pp. 1-2).

This past summer the Illinois Department of Commerce and Community Affairs (Statewide Office for Employment and Training) and the State Board of Education co-sponsored a project to examine eight selected programs providing vocational education to handicapped youth and adults at the secondary and postsecondary (Phelps, Blanchard, Larkin, and Cobb, 1982). Eight programs were selected for in-depth study from 36 programs that were nominated by high schools, area vocational centers, rehabilitation facilities, and community colleges. Programs were selected based on their longevity and job placement record for handicapped graduates. As a part of the study, one graduate from each program, who had been employed competitively for at least a year, was contacted and interviewed. Income and tax information for 1981 was also obtained and analyzed for each of the eight graduates. The following summary observations were drawn from the eight programs:

1. Each of the programs was planned and operated with extensive involvement from private business and industry. This involvement encompassed advisory committees, sponsorship of on-the-job training programs, and participation in job shadowing and career exploration activities.
2. Each of the programs provided a comprehensive array of support services as an integral part of the vocational education or job training (e.g., career guidance, social work services, basic education, community living skills training, vocational assessment, and job seeking skills training).

3. Each of the programs were staffed by individuals with a strong professional and personal interest in working with handicapped students. However, most of the staff lacked extensive professional training in vocational education for special needs populations. Their knowledge had been gained almost exclusively through trial and error experience while on the job.
4. Several programs demonstrated excellent interagency working relationships. Most of the programs worked closely with their CETA prime sponsor, the Illinois Job Service, the Department of Rehabilitation Services, parent and advocacy organizations, as well as other local schools and community colleges. Much of the interagency collaboration was informal in nature, and focused upon such activities as referral, intake, and placement following training.

The cost and benefit data derived from the study is equally revealing. During 1981, the eight former trainees from these programs:

- Had been successfully employed in a competitive work situation from one to eight years.
- Had earnings totaling $65,590, which represents an average income of $8,199.
- Paid $14,169 in federal, state, and FICA taxes (includes their employer's share of FICA).

The programs studied were judged to be highly cost-effective since the cost of the training programs per client (i.e., $4,175) was repaid via tax contributions in 2.36 years of full-time employment. While these economic data are impressive, the authors caution policymakers and others against the numerous and complex assumptions and interpretations that one must make in deriving such data.

Synthesis of Effective Practices

Given the broad range of abilities and aptitudes found among special needs populations, it is extremely difficult to clearly and definitely identify successful programming practices that apply equally well to all groups (or even different individuals within a group). The program and support services provided to a 35 year old moderately retarded adult who lives in a rural setting will vary considerably from the vocational program provided to a 14 year old inner city youth who comes from a single parent household and reads at the second grade level. The vocational needs, interest, and potential of the people we serve varies so dramatically that the task of prescribing effective and appropriate instructional programs and services is both large and complex. Presented below are some selected practices that appear to be mentioned most frequently in the literature.

1. A mechanism for individualized planning and delivery of vocational education and supportive or related services is a central feature of most programs. Vocational and special educators have begun to devise effective ways for coordinating their efforts through the IEP process. For programs involving older handicapped individuals, IEPs and IWRPs (Individual written rehabilitation plans) have been coordinated. The adoption of a Federal provision for an individualized employability plan for disadvantaged students has been proposed by several groups (AVA Legislative Task Force on Special Populations, 1979; Hull, 1980; Drews, 1980; and Copa, 1979). Parents, counselors, teachers, administrators, and agency

personnel typically serve as the team responsible for developing, implementing, and evaluating the individual plan.

2. The provision of vocational assessment and evaluation services soon after program entry is important in determining the career interests, aptitudes and achievement levels of the special needs learners. Such assessment is prerequisite to the development of effective individualized plans.
3. Most effective programs have active recruitment and outreach components. Oftentimes special needs populations are unaware of the existence of vocational programs, the special services that are available to assist them, and the employment outcomes they could expect to achieve by completing a vocational education program. Recruitment materials and outreach efforts have to be coordinated with community based organizations, parent and advocacy organizations, and various social service agencies. Developing these linkages is essential to finding and serving all of the special needs youth and adults who can benefit from vocational education.
4. The availability of comprehensive support services is also characteristic of successful programs. At the secondary level these services most often include: career and personal counseling, specialized instructional materials, basic and/or remedial education, transportation, adaptive equipment, job seeking and survival skills training, paraprofessional assistance and job placement and follow-up assistance. Many of the same supportive services are provided in postsecondary and adult vocational

programs, with the addition of adult basic education, GED programs, and child care. The supportive services that are provided must be consonant with the educational needs of the individual and provided at intervals that are critical for program retention.

5. Increasingly, effective programs are looking to the private sector for collaborative training efforts. These collaborative efforts go well beyond the conventional cooperative work experience program. Increased attention is being given to local employer involvement in special needs advisory councils, career exploration and job shadowing programs, mentoring programs, and "adopt-a-school" programs.
6. Many of the successful programs appear to have a base for either a formal or informal interagency collaboration or both. These interagency coordination activities typically involve: joint funding; referral arrangements; the provision of training, assessment or counseling services; and collaborative job development and/or placement services. Several of the vocational education administrators in the programs reviewed appeared to have begun developing viable relationships with prime sponsors, vocational rehabilitation agencies, correctional programs, and community based organizations. In 1981, Phelps found that 37 states have formal interagency agreements, most of which included vocational education, special education, and vocational rehabilitation.
7. The concept of in-school collaboration was also prominent in the effective programs. Support service teams consisting of counselors, remedial and basic skills teachers, special education teachers, bilingual educators, and paraprofessionals are often

formed to work with special needs students who are placed in regular vocational classes, as well as vocational teachers.

8. On-going inservice staff development programs were also a key component of many of the programs studied. While preservice teacher education programs have begun to develop throughout the country (Sitlington and Malouf, 1982), many personnel employed in these programs still fail to have adequate expertise in both vocational education and special, remedial, or bilingual education.

Reauthorizing the VEA

The implications for the reauthorization of the Vocational Education Act from the foregoing dialogue are numerous and complex. Clearly, there continues to be a critical need for vocational education programs which serve the full range of handicapped, disadvantaged, and limited English proficient youth and adults. In the VEA, provisions must be both extended and expanded to assure that the employment preparation needs of our nation's special citizens are met. The following recommendations are offered as the Subcommittee and the Congress proceed with the reauthorization of the Vocational Education Act.

1. Maintain a strong Federal role in assuring that special needs youth and adults will be served in vocational education programs. To assure access and equality of educational opportunities, it is imperative that the VEA continue to mandate programs and services to meet the needs of all special needs youth and adults. Special setaside programs for targeted populations must be maintained and fully funded to assist state and local vocational education systems in serving special needs populations.

   These provisions must include both: (a) separate entitlements for special needs populations in the state and national programs for vocational education, and (b) assurance that special populations will be targeted and served under each of the other purposes of the Act (e.g., titles for adult skill training, ecoomic development, consumer and homemaking programs, and program improvement). Over the past 20 years serving special needs populations has become an integral part of the total vocational education program, and it must remain as a central purpose of the Federal legislation with strong fiscal support.

2. Enhance the provisions for collaboration with other programs and agencies. A common definition(s) of special populations should be developed that is consistent with definitions in related pieces of legislation. Common eligibility criteria must be specified in regulations to assure that all targeted populations have full access to the continuum of programs and services offered by education, job training, and employment legislation. Strong consideration should be given to earmarking funds from other pieces of federal legislation (e.g., Educuation of the Handicapped, Vocational Rehabilitation, Jobs Training Partnership Act, Chapter I of the ECIA of 1981, and Bilingual Education) to support career exploration, prevocational or related vocational education programs and services. The VEA should contain provisions for a national and state-level coordinating council to assure that vocational education and employment-related programs are coordinated and planned in a consistent manner that is responsive to the access, equity, and educational needs of special populations. Representatives of the various special needs populations must be designated as members of councils that are charged with planning, coordinating, and advising functions at both the state and national levels.
3. Assure the availability of comprehensive support services for serving special populations in vocational education. Provisions within the VEA must assure that appropriate supportive and supplemental services are provided to all special needs populations. The availability of special services such as counseling, vocational assessment services, specialized instructional materials,

adapted equipment, and job placement assistance is the cornerstone of an effective program for students to succeed in vocational education. These services must be planned and delivered as an integral part of an individualized, prescriptive program focusing on employability development.

4. Assure that effective and comprehensive program planning and evaluation occurs at the local level. Each community needs to examine closely and plan for the vocational education needs of its special populations. Locally-conducted interagency planning and coordination should be an integral part of providing cost-effective programs and services to special needs youth and adults.

   Parents of special needs youth and representatives of the private sector need to assist educators in planning, monitoring, and evaluating the programs on an annual basis. Evaluation provisions should focus upon assuring that the additional specialized services provided to special needs populations are effective in enabling students to make the transition from school to work.

5. Expand the capacity of the federal and state education agencies to carryout program improvement activities related to special populations. To be responsive to technological, economic, social, and professional changes in the workplace, vocational education programs must have a capacity for planning, growth, and renewal. Under the VEA, it is imperative that a substantial commitment be made to providing funds for inservice and preservice training of professionals and paraprofessionals, updating curriculum, conducting research and development, and assuring the availability of up-to-date equipment and facilities.

Further, the availability of comprehensive and reliable national data is central to documenting accomplishments and identifying program improvement needs. The Vocational Education Data System (VEDS) must include data elements that examine enrollments, education environments, and fiscal support for each of the different types of handicapped students, as well as disadvantaged, LEP, and incarcerated populations. While collecting such data may appear to be burdensome for the states, it is essential for assuring that within states special populations are served adequately. Mechanisms must be created to assist local groups in using the VEDS data for both planning and evaluation purposes.

Summary

Since the enactment of the 1968 VEA Amendments tremendous studies have been made in providing vocational education programs for the nation's handicapped, disadvantaged, and LEP youth and adults. Enrollments of handicapped students have increased from 222,713 in 1972-73 to 554,176 in 1980-81--an increase of approximately 148%. In 1980-81, handicapped students served in vocational programs represented 4.3% of the total enrollment at the secondary level. Similar increases in enrollments of disadvantaged and LEP students have been noted. In 1972-73, 1,581,023 disadvantaged students were enrolled, compared to 2,556,447 in 1980-81--an increase of 61%. During this same eight-year period the overall enrollment in vocational education increased 35%.

As a result of the collective Federal initiatives including the VEA, OCR Guidelines, P.L. 94-142, Section 504, and CETA, the number of youth and adults receiving access to vocational education has increased markedly. However, much remains to be done in assuring that these programs and services are maintained, broadened, and strengthened.

I sincerely appreciate this opportunity to share with the Committee these observations and recommendations.

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Senator **Stafford**. Thank you very much, Dr. Phelps.

Were all of you in the hearing room able to hear that testimony? [Several in the audience indicated they could not hear.]

Senator **Stafford**. We will have to get the mikes up closer, I guess. When I was making a speech in Vermont last year, I inquired if the people in the room could hear. Several in the back of the room raised their hands, indicating they could not, at which time a number of people in the front of the room who could hear got up and offered to change places with those in the back. [Laughter.]

We are very happy that Kathleen Finck, who is right from the Green Mountains and president of the Vermont Vocational Association, is here.

Kathleen, you can start your 6 minutes whenever you wish.

Ms. **Finck**. Thank you, Senator.

Chairman Stafford, I am Kathy Finck, president of the Vermont Vocational Association, which represents more than 900 professionals involved in delivering quality vocational education programs and services to the youth and adults in Vermont.

I have taught special-needs adolescents for 6 years and am presently a consultant for special class programs in Vermont. I appreciate this opportunity to testify before you.

I would like to present testimony in three areas: present services, promising practices, and recommendations. First, in the area of present services, in Vermont vocational educators serve a secondary population of approximately 7,000. This represents about 50 percent of the 11th and 12th grade students in Vermont.

During the 1981-82 school year, 585 identified students with handicaps were enrolled in vocational programs, representing 7.5 percent of the total enrollment. Federal funds represent 12.8 percent of the total dollars spent on vocational education in Vermont. Of that $1.7 million in Federal funds we will spend during this fiscal year, the 10-percent set-aside for the handicapped will be the only dollars spent on this population by local districts or the Vermont Division of Vocational Education.

Other State agencies provide the matching funds required by present legislation. Even when the matching funds are included, only 3 percent of the total budget for vocational education in Vermont is utilized for the purpose of providing either direct service to students with handicaps or professional development activities related to handicapped students for vocational educators.

Vocational training of adults with special needs has been allocated $13,000 in the Vermont budget. This represents 0.1 percent of the total budget. There are no funds from this allocation that will be spent on adults with handicaps this year.

In Vermont, the 10-percent set-aside moneys provide services to students with handicaps who are mainstreamed into regular vocational programs. The services are provided by four special-needs teachers and 6 teacher aides who work in 11 of the 16 area vocational centers.

Separate special vocational programs are operated in Vermont for mentally retarded adolescents. These programs provide instruction in basic academic skills, independent living skills, vocational skills, and on-the-job training in community settings.

During school year 1981-82, about 80 of these students were mainstreamed into regular vocational programs. However, present preliminary data from followup studies indicate that only 50 percent of these students are employed when they leave or graduate from the programs. About 90 percent of these students indicate that no further educational or vocational training is pursued once they leave their high school programs.

Current best practices: there are several promising practices which have proven effective in providing vocational training to students with handicaps. First, prevocational programs for special-needs youth in Vermont have proven successful in maintaining high-risk students in school by providing activities which focus on clarifying career goals through vocational exploration and strengthening basic skills needed to succeed in vocational programs.

Projects are funded in Vermont which serve adjudicated, predelinquent, disadvantaged, handicapped, and potential dropouts. Informal data kept by programs indicates that the number of high-risk students dropping out after ninth grade has been reduced through these prevocational programs.

Second, providing support services to students with mild handicaps in conjunction with consultation to instructors has proven effective in providing students with marketable skills. Special-needs programs in Vermont have shown a substantial increase in the number of special-needs students who remain in programs for the second year. The most successful programs indicate that adequate support services must occur in conjunction with adaptations in teaching strategies and determination of realistic skills to be acquired to meet specific employment objectives.

Provision of cooperative education or on-the-job training is also viewed as essential in securing employment for students upon completion of their programs. Special-needs personnel have found that students can be maintained in vocational programs with only the provision of tutorial services. But without the involvement of the teacher and assistance in placement, the students finish vocational programs without attaining marketable skills.

Third, inservice training for teachers has proven essential in providing quality services for students with handicaps. Some of the most recent research indicates that when compared to academic students, vocational students are substantially less proficient in the basic skills of reading, writing, and math.

Vocational teachers usually enter the vocational classroom, lab, or worksite with less formal educational training than teachers of academic subjects. We then expect teachers with the least amount of preparation to provide flexible, efficient, and effective vocational instruction to a population of students who are significantly deficient in basic skills.

Limited inservice training in Vermont has attempted to provide teachers with the skills and knowledge to effectively teach these students by providing tuition reimbursement for undergraduate or graduate courses.

The fourth practice that is being considered in Vermont is the teaching of vocational skills in natural environments rather than in the vocational lab, referred to as community-based training. This requires a systematic approach involving careful site selection and development; analysis of job skills and related skills necessary to fulfill the job requirements; one-to-one or small group training at the jobsite, with careful supervision until production standards are met; placement assistance, if necessary; and followup for retraining or problem resolution once a student is hired at a competitive employment site.

Community-based training has proven especially effective with those students with moderate to severe learning impairments who cannot generalize skills from a lab or classroom setting to a worksite or actual job.

In summary, the Vermont Vocational Association has three recommendations to submit to the committee. First, maintain the set-asides for special-needs youth. The Vermont Vocational Association strongly endorses continuation of the present set-asides for handicapped and disadvantaged students; that is, 10 percent of the basic State grant to be allocated for students with handicaps, and a 20-percent set-aside for disadvantaged students.

Second, maintain the existing definition of special-needs youth. Special-needs youth includes persons who suffer from economic or educational disadvantage, persons with handicaps, and non-English-speaking students. There has been some discussion that other special groups should be targeted under this definition. The VVA supports the definition stated in the present legislation which is reflected in the above description.

Third, establish a separate authorization within the act for youth with special needs. The Vermont Vocational Association endorses four basic components to State programs, each with a separate authorization. Programs funded within the category youth with special needs, should provide extra support and services to special-needs youth.

Emphasis should be on insuring access to vocational education, increasing the likelihood of successful program completion, and assisting in the transition from school to employment.

Thank you.

[The prepared statement of Ms. Finck follows:]

Vermont Vocational Association Written Testimony

Chairman Stafford, members of the subcommittee, I am Kathleen Finck, President of the Vermont Vocational Association which represents more than 900 professsionals involved in delivering quality vocational education programs and services to the youth and adults in Vermont. I have taught special needs adolescents for six years and am presently a consultant for secondary special class programs in Vermont. I appreciate this opportunity to testify before your committee.

As requested in your letter of invitation to testify, my remarks will address the specific technologies and program options that have proven effective in serving the needs of students with handicaps and suggest ways to continue to ensure that all components of the system are accessible to students with handicaps, and that opportunities to complete programs with marketable skills are provided.

PRESENT SERVICES

In Vermont, vocational educators serve a secondary population of approximately 7,100. This represents about 50% of the eleventh and twelfth grade students in Vermont (Vermont State Plan, 1982). During the 1981-82 school year, 585 identified students with handicaps were enrolled in these vocational programs, representing 7.5% of the total enrollment(excludes enrollment in Consumer and Home Economics courses). As shown in Table 1, the majority of these students (89.7%) are either learning disabled (74.5%) or mentally handicapped (15.2%).

TABLE 1. NUMBER OF HANDICAPPED STUDENTS ENROLLED IN VERMONT VOCATIONAL PROGRAMS IN FY 82[1]

Category	No. Enrolled	Percentage of Total
Mental Retardation	89	15.2%
Specific Learning Disability	436	74.5
Serious Emotional Disturbance	18	3.0
Hard of Hearing	9	1.5
Deaf	8	1.4
Speech Impaired	6	1.0
Orthopedically Impaired	5	0.9
Visually Handicapped	5	0.9
Other Health Impaired	4	0.7
Multi-handicapped	4	0.7
Deaf-Blind	1	0.2
TOTALS	585	100.00%

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[1] Table compiled from preliminary data provided by the Vermont Division of Vocational Education; February 22, 1983.

Federal funds represent 12.8% of the total dollars spent on vocational education in Vermont. Of the 1.7 million dollars in federal funds we will spend during this fiscal year, the 10% set-aside for the handicapped will be the only dollars spent on this population by local districts or the Vermont Division of Vocational Education. Other state agencies provide the matching funds required by present legislation. Even when the matching funds are included, only 3% of the total budget for vocational education in Vermont is utilized for the purpose of providing either direct service to students with handicaps or professional development activities related to handicapped students for vocational educators. Vocational training of adults with special needs has been allocated $13,800 in the Vermont budget. This represents .1% of the total budget. There are no funds from this allocation that will be spent on adults with handicaps this year.

In Vermont, the 10% set-aside monies provide services to students with handicaps who are mainstreamed into regular vocational programs. The services are provided by four special needs teachers and six teacher aides who work in eleven of the sixteen area vocational centers in Vermont. One additional professional is funded at a vocational center to provide a prevocational program at a nearby school for the deaf and to coordinate interpreter services for deaf and hard-of-hearing students enrolled in vocatonal programs (Watson, 1983).

The duties of the special needs personnel vary widely to include one or more of the following: development of vocational components for IEPs, modification of vocational curriculum to meet individual student needs, direct instruction to students either within vocational labs or in separate settings, and consultation or in-service training with vocational teachers, special educators and classroom teachers from sending school districts. As reported by special needs consultant Robert Watson from the Vermont Division of Vocational Education, the number of students with handicaps enrolled in vocational programs has tripled over the past four years due to the funding of these programs, outreach efforts and awareness activities.

Separate special vocational programs are operated in Vermont for mentally retarded adolescents. These programs provide instruction in basic academic skills, independent living skills, vocational skills and on-the-job training in community settings. During school year 1981-82, about eighty of these students were mainstreamed into regular vocational programs. Present preliminary data from a follow-up study being conducted by the Careers Project at the University of Vermont indicates that approximately 50% of the students who complete or leave these programs are employed one year later. About 90% of these students indicated that no further educational or vocational training is pursued once they leave their high school program.

An intensive effort by a state level task force to develop written interagency agreements in the sixteen regions of Vermont served by vocational education, special education and vocational rehabilitation services has resulted in thirteen agreements being developed since January of 1982. The focus of these agreements is to coordinate vocationl services for handicapped adolescents served by two or more agencies. A coordinated referral process, information and resource sharing, regular meetings of key personnel from each agency, and in-service training within and across agencies is the focus of implementation strategies being encouraged at the present time.

CURRENT BEST PRACTICES

There are several promising practices which have proven effective in providing vocational training to students with handicaps. First, prevocational programs for special needs youth in Vermont have proven successful in maintaining high risk students in school by providing activities which focus on clarifying career goals through vocational exploration and strengthening basic skills needed to succeed in a vocational program. Projects are funded in Vermont which serve adjudicated, pre-delinquent, disadvantaged, handicapped and potential drop-outs. Informal data kept by programs indicates that the number of high risk students dropping out after ninth grade has been reduced through these prevocational programs.

Second, providing support services to students with mild handicaps in conjunction with consultation to instructors has proven effective in providing students with marketable skills. Support services to students include instruction directly related to vocational skills, strategies (eg. notetaking, study skills, outlining) to utilize in acquiring needed technical information, and availability of alternative test-taking methods. Instructor support includes clarification of vocational skills to be targeted, awareness of limitations and expectations for specific handicapping conditions, team teaching, and alternative teaching strategies. Special Needs programs in Vermont have shown a substantial increase in the number of special needs students who remain in programs for the second year. The most successful programs indicate that adequate support services must occur in conjunction with adaptations in teaching strategies, and determination of realistic skills to be acquired to meet specific employment objectives. Provision of cooperative education or on-the-job training is also viewed as essential in securing employment for students upon completion of their program. Special needs personnel have found that these students can be maintained in vocational programs with only the provision of tutorial services, but without the involvement of the teacher and assistance in placement, the students finish vocational programs without attaining marketable skills.

Third, in-service training for teachers has proven essential in providing quality services for students with handicaps. Some of the most recent research (eg. Lotto, 1983) indicates that when compared to academic students, vocational students are substantially less proficient in the basic skills of reading, writing and mathematics. Vocational teachers usually enter the vocational classroom, lab and worksite with less formal educational training than teachers of academic subjects. We then expect teachers with the least amount of preparation to provide flexible, efficient and effective vocational instruction to a population of students who are significantly deficient in basic skills. Limited in-service training in Vermont has attempted to provide teachers with the skills and knowledge to effectively teach these students by providing tuition reimbursement for undergraduate or graduate courses which focus on the characteristics of handicapped students, teaching/learning strategies, equipment and instructional materials adaptations, and ways to cope with the due process and paperwork requirements of P.L. 94-142. Individual vocational center staffs have also addressed this need through workshops and seminars.

Much remains to be done in the area of in-service training. One option presently under consideration is assistance and training for newly hired teachers prior to their first day of teaching. Another area of concern is that pre-service and in-service training of special needs teachers must focus on consultation skills, developing familiarity with the content of vocational programs, and devising effective methods of assisting vocational instructors in curriculum development and modification. This is presently addressed through monthly meetings of special needs instructors and through the development of a graduate program at the University of Vermont.

The fourth practice that is being considered in Vermont is the teaching of vocational skills in natural environments rather than in the vocational lab, referred to as community-based training. This requires a systemmatic approach involving careful site selection and development, analysis of job skills and related skills necessary to fulfill the job requirements, one-to-one or small group training at the job site with careful supervision until production standards are met, placement assistance if necessary, and follow-up for re-training or problem resolution once a student is hired at a competitive employment site. Community-based training has proven especially effective with those students with moderate to severe learning impairments who cannot generalize skills from a lab or classroom setting to a work site or actual job. Training at a potential site for employment can eliminate many problems because training can be "customized" as it were to the specific requirements of the employer, setting and conditions of a particular worksite. Follow-up studies of adults who are moderately to severely mentally retarded who have received this type of community-based training have shown an excellent placement and retention rate. That is, not only have we been successful in placing people in competitive employment sites, but two years later approximately 80% are still employed.

PROGRAM OPTIONS

The promising practices described above lead to the following viable vocational education program options for students with handicaps:

1. Pre-vocational programs which serve high risk youth most in need of vocational training by providing vocational awareness and exploration as well as support in basic skills,
2. Mainstreaming into regular vocational programs with support services, classroom interventions, and on-the-job training related to realistic employment objectives, and

3. Community-based training which provides instruction in specific vocational skills in community settings where employment at a specific job site is the goal.

RECOMMENDATIONS

In order to maintain and improve upon quality services to students with handicaps in vocational education, the Vermont Vocational Association makes the following recommendations concerning the reauthorization of the Vocational Education Act:

1. MAINTAIN THE SET-ASIDES FOR SPECIAL NEEDS YOUTH

The Vermont Vocational Association strongly endorses continuation of the present set-asides for handicapped and disadvantaged students, that is, 10% of the basic state grant to be allocated for students with handicaps and a 20% set-aside for disadvantaged students.

Even those persons who object to the set asides acknowledge that the current level of expenditure for special populations would not exist if it were not for the minimum percentage requirement in the present legislation. This view is also supported by the lack of any funding support shown by the Vermont Division of Vocational Education or local districts for vocational training of special populations in Vermont. On a questionnaire recently completed by Vermont special needs personnel, it was indicated that 64% of the programs will cease to exist if federal funds are withdrawn or the set-aside provision is eliminated (Paterson, 1983).

2. MAINTAIN THE EXISTING DEFINITION OF SPECIAL NEEDS YOUTH

The Vermont Vocational Association endorses the following definition of Special needs youth: Special needs youth include persons who suffer from economic or educational disadvantage, person with handicaps and non-

English speaking students. There has been some discussion that other special groups should be targeted under this definition. The VVA supports the definition stated in the present legislation which is reflected in the above description.

3. ESTABLISH A SEPARATE AUTHORIZATION WITHIN THE ACT FOR YOUTH WITH SPECIAL NEEDS

The Vermont Vocational Association endorses four basic components to state programs. Each will have a separate authorization: (1) basic state grants, (2) youth with special needs, (3) skilled work force development projects for adults, and (4) consumer and homemaking education and industrial arts.

Programs funded within the category "Youth with special needs" will provide extra support and services to special needs youth. Emphasis will be on ensuring access to vocational education, increasing the likelihood of successful program completion and assisting in the transition from school to employment.

Eligible activities under this authorization will include (Note 1):

1. Outreach, diagnostic assessment and career planning services;
2. Special services to assist in the transition from education to work and subsequent work adjustment, retraining, and progress;
3. Provision of work site learning opportunities for students;
4. Staff development for personnel who serve youth with special needs;
5. Supplementary instruction and support to improve students' chances of achieving occupational objectives;
6. Open-entry, open-exit programs to meet the needs of individuals;
7. Extension of the school day and year;
8. Increased availability of pre-vocational instructional and post-vocational instruction and support services;

Eligible activities (cont.):

9. Improved instruction in basic skills that are related to occupational objectives;
10. Coordination of programs with the Department of Labor for out-of-school youth;
11. Vocational instructional services for special groups;
12. Improved institutional capacity to provide support and services to special needs youth.

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Note 1. The eligible activities listed here are a partial listing of those found in a publication by the American Vocational Association entitled "A Framework for the Reauthorization of the Vocational Education Act of 1963", Arlington, Va., June 1982. 13 pp.

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Senator STAFFORD. Thank you very much, Ms. Finck. The Chair discovered that the lights are running on a 5-minute interval. I hope we have gotten them stretched out to 6 before the next witness, who will be Ms. Jane Ann Razeghi, acting director, American Coalition of Citizens with Disabilities.

Ms. Razeghi, I hope I have got your name correctly pronounced.

Ms. RAZEGHI. Chairman Stafford, I too would like to thank the committee for the opportunity to testify today before this subcommittee.

I am Jane Ann Razeghi, currently the acting director of the American Coalition of Citizens With Disabilities. During the past 5 years, I have actually held the position of director of education and training.

The American Coalition of Citizens With Disabilities is a nationwide umbrella organization representing over 120 national, State, and local organizations of and for disabled individuals, and they are concerned with all of the issues that confront handicapped individuals in this country.

So, during the past 5 years, they have been deeply concerned and interested in vocational education for handicapped individuals, and ACCD has been actively involved in training disabled individuals, parents of handicapped children, advisory committee members, and special vocational administrators and educators, about the importance of vocational education as one of the key employment preparation options that should be available to all disabled individuals for whom it may be appropriate. We understand that it is not appropriate for every single handicapped individual in this country, but it should be available.

This morning, I would just like to address three questions and summarize briefly some recommendations. First of all, just to review, why are disabled people in this country interested in the reauthorization of vocational education?

Just to remind you, there are over 36 million disabled people in this country and 60 percent of all disabled individuals are either unemployed or underemployed at below the poverty level. That is one reason why we want to maintain voc ed as a key employment preparation option, as an intervention.

Also of concern, and it has been touched on in recent testimony this morning, is the underenrollment in vocational education of handicapped individuals. In light of the legislative mandates for sections 503 and 504 which direct employers not to discriminate against qualified handicapped individuals in this country, we believe that employers are willing to comply with these legislative mandates.

But the problem here is the term "qualified." They cannot find enough qualified individuals. On the other hand, disabled individuals are looking for those ways, those interventions, that can help them to become qualified.

Of course, the immediate response to that is why not vocational rehabilitation? We maintain that vocational rehabilitation is very good; they have excellent programs. But the reality of this is, for example, in 1980, 53,000 youth under age 20 were served successfully, case closed, by voc rehab. That is fantastic, but when you look at the reality of over 300,000 handicapped youth leaving secondary education programs in this country, you realize that it is a small program and cannot possibly meet the needs of all these handicapped youth coming out of the secondary schools.

I would like to add, too, a note that in 1981 the Comprehensive Employment Training Act served, at least according to Department of Labor statistics, about 110,000 handicapped individuals under the age of 20, or from 16 to 21 years old.

But CETA is expiring and it is being replaced by the Job Training Partnership Act, and this will not allow these handicapped youth to be eligible under it unless they have a second disadvantagement, that of economic. So, we see that this Department of Labor program is phasing out services.

Therefore, when you look at all the systems and services in which the Federal role plays a significant part—military, CETA, the Job Training Partnership Act, and all the many systems that are available—and you look at public vocational education, with very little or a minimum of Federal support, it appears to be that system which is most accessible to handicapped individuals.

The second question is, What is the status currently regarding voc ed for handicapped individuals? I would refer you to our written testimony, page 5, that chart where all the statistics are presented. We would maintain that there has been substantial progress in serving handicapped students in voc ed.

We attribute this progress to the congressional initiatives that were mentioned before—the 10-percent set-aside, which requires matching State and local moneys, and the requirement that that set-aside be used only to pay the excess cost of educating handicapped students in regular voc programs.

We feel that these gains are a direct result of the excess cost provision, and we feel that if it were eliminated, it would deny access to handicapped students and probably be used to pay the full support of handicapped students' participation in vocational education, thereby reducing significantly the number of handicapped students that currently participate.

The third question I would like to respond to is, What are the consequences of not responding? I think this committee is in a position to take a very active response. We look at the future of economic planning being cost effectiveness versus the cost of dependency, and in my written testimony we present statistics about approximately $200 billion a year being the cost of maintaining handicapped individuals on public assistance.

So, it comes to a decision between cost effectiveness and the cost of dependency. We really believe that with appropriation education, training, and employment programs, handicapped individuals can be trained, and with an increase in the number of handicapped trained, that will eliminate the cost of dependency.

In summarizing the recommendations that we presented in our testimony briefly, first of all I would like to say that we support the specific endorsements made this morning by the Council for Exceptional Children to maintain and increase the set-aside, perhaps, to 30 percent, 20 percent to be used for mainstreamed handicapped individuals in regular voc programs, and 10 percent to be used for those handicapped individuals for whom a separate program is necessary or required.

Second, we would maintain that the excess cost requirement is necessary to continue to be the catalyst for State and local moneys. Again, my written testimony shows how this has actually generated more State and local involvement. We feel that this must be maintained as an effective catalyst.

Finally, accountability; we cannot stress that more strongly. If you are going to put this type of Federal money toward handicapped individuals, I think you need to know, first of all, what is the universe of 16- to 21-year-olds who are handicapped. Second, what is the percentage being served in vocational education? Finally, in what types of settings are they being served?

Although some may argue that with more flexible laws and regulations, States will, on their own, actually be able to insure that appropriate voc ed will be made available to handicapped individuals, we feel that history and statistics have shown that States, on their own, will not be able to insure this. We do not believe it, and on behalf of the coalition, we hope that you do not believe it either.

We feel that just as the disabled community has been deeply concerned about the proposed Public Law 94-142 regulations, it is equally concerned about the proposed changes that might possibly diminish handicapped individuals' disproportionate chances of becoming enrolled. We feel that it is going to take the combined efforts of everyone to meet this challenge.

[The prepared statement of Ms. Razeghi follows:]

STATEMENT OF MS. JANE ANN RAZEGHI
AMERICAN COALITION OF CITIZENS WITH DISABILITIES
BEFORE THE
SUBCOMMITTEE ON EDUCATION, ART, AND HUMANITIES
COMMITTEE ON LABOR AND HUMAN RESOURCES
U. S. SENATE
March 3, 1983

Chairman, Staff and Members of the Subcommittee:

My name is Jane Ann Razeghi, Acting Director of the American Coalition of Citizens with Disabilities, Inc. (ACCD), which is a nationwide umbrella organization representing over 120 national, state, and local organizations of and for disabled people. Among our organizational members are the American Council of the Blind, the National Association of the Deaf, National Association of Retarded Citizens, United Cerebral Palsy Association, Association for Children and Adults with Learning Disabilities, and the Council for Exceptional Children, all of which have a deep and direct interest in vocational education for handicapped individuals.

During the past five years, ACCD has been actively involved in training disabled individuals, parents of handicapped children, advisory committee members, special and vocational administrators and educators about the importance of vocational education as one of the key employment preparation options that should be available to all disabled individuals for whom it is deemed appropriate. ACCD has developed a number of publications and training materials on the subject of vocational education for handicapped individuals, parents, and educators. In addition, it has also trained State Education Agency personnel in all states about how to eliminate discrimination in vocational education on the basis of race (Title VI), sex (Title IX), and handicapping condition (Section 504).

1. Why are disabled individuals in this country so concerned about the reauthorization of vocational education?

First of all, a review of training and employment data regarding the participation of handicapped individuals reflects cause for concern. Training and employment problems encountered by handicapped individuals are clearly evident in the following facts:

Employment

- Only 40% of the adult disabled population is employed as compared to 74% of the nondisabled population (Levitan & Taggart, 1976).
- 85% of those disabled individuals employed earned less than $7,000 per year, and 52% earned less than $2,000 per year (Bowe, 1980).
- 50% of all U.S. residents who do not participate in the labor force are disabled (Bowe, 1980).
- 76% of all disabled women are unemployed (Bowe, 1980).

Training

- In Fiscal Year 1978, handicapped individuals represented only 2.1% of the total enrollments in secondary vocational education programs and 1.7% of the postsecondary enrollments (Office for Civil Rights, 1980).
- Fiscal Year 1978 enrollment data from the U.S. Department of Labor indicate that handicapped youth represented less than 5% of the participants in CETA Youth Programs (Jones, 1977).

These statistics are just one of the reasons for disabled individuals' interest in maintaining vocational education as one of the key employment preparation options that should be available. These statistics also demonstrate that handicapped people are disproportionately represented in our nation's workforce as well as in major education, training, and employment programs whose primary purpose has been to assist individuals to access the world of work.

Of particular concern is the underenrollment of handicapped individuals in education and training programs in light of affirmative action mandates (Section 503, P.L. 93-112) which have been placed on employers. Section 504, Nondiscrimination on the Basis of Handicap, (Federal Register, Wednesday, May 4, 1977) specifically directs employers not to discriminate against "qualified" handicapped individuals. It also affirms vocational education accessibility for handicapped students. Subpart D sets forth requirements for nondiscrimination in preschool, elementary, secondary, and adult education programs and activities, including secondary vocational education programs.

The affirmative action requirements discussed above are causing an increased demand for qualified handicapped workers. Employers, for the most part, are anxious to demonstrate their willingness to comply with the legislation and hire qualified handicapped individuals. As a result, more employers are contacting education, training, and employment agencies in an attempt to identify a pool of qualified candidates. The increased demand for handicapped workers has not been met effectively. As a consequence, employers are faced with the dilemma of, possibly, employing less than qualified handicapped applicants in order to clearly fulfill the requirements being placed upon them by affirmative action, or firmly maintaining their business orientation and not altering their standards--even though this posture may give them the appearance of not complying with the affirmative action mandate. ACCD contends that providing appropriate vocational education to handicapped individuals should be considered a major intervention strategy to provide for the development of the necessary competencies to enable handicapped individuals to become qualified for employment.

At the same time employers seek qualified handicapped individuals, disabled people are looking for ways to become "qualified." Many would argue that the whole purpose and funding of vocational rehabilitation is to vocationally prepare disabled persons. The reality is that while vocational rehabilitation services provide assistance to some disable people, the program is so small that it can affect only a small number of employment training needs.

For example, in 1980, vocational rehabilitation reported that it successfully closed 53,000 cases for individuals under the age of 20 years. Unfortunately, 53,000, even though successfully served, is small in comparison to the total need especially in light of the fact that over 300,000 handicapped youth leave the public schools on an annual basis. It is obvious that vocational rehabilitation cannot provide services for everyone.

While The Comprehensive Employment Training Act (CETA) reportedly served 110,000 persons ages 16-21 years in 1981, it should be noted that the new Job Training Partnership Act (JTPA) which replaces the expiring CETA legislation will no longer consider handicapped youth eligible as under CETA. Instead, only handicapped individuals with a second disadvantagement, i.e., economic -- will be considered eligible to participate in JTPA programs.

Therefore, in light of the various federally funded systems in which the federal government takes a significant role in supporting employment training (the military, CETA, JPTA, business, industry, apprenticeships, universities and colleges, public vocational education, and proprietary schools), public vocational education which exists with a minimum of federal support appears to be the most accessible.

2. What is the current status of the involvement of handicapped individuals in vocational education?

In so far as vocational education is concerned, there has been substantial progress made toward providing equal access for handicapped individuals. The following table indicates a substantial increase in the numbers of handicapped individuals served as well as the Federal resource allocations, and State/local expenditures.

1. Total of handicapped individuals enrolled in Vocational Education:

1974-75	1975-76	1976-77	1977-78	1978-79
263,064	284,065	344,041	355,269	437,500

2. Handicapped students as a percentage of the total enrollment:

1974-75	1975-76	1976-77	1977-78	1978-79
1.7%	1.8%	2.1%	2.1%	2.5%

3. Federal expenditures:

1974-75	1975-76	1976-77	1977-78	1978-79
42,813,946	42,269,056	44,758,161	51,651,331	53,833,995

4. State and local allocations:

1974-75	1975-76	1976-77	1977-78	1978-79
56,119,820	71,638,876	76,319,671	187,843,929	Not available

Note the increase in State and local resources committed to vocational education services for handicapped individuals. This would indicate that the intent for the Federal assistance to serve as a catalyst is being met. Additionally, the number of rehabilitated Vocational Rehabilitative clients whose services were provided by vocational schools have increased by almost ten percent in the period from 1977 to 1980.

ACCD feels the gains that have been made are directly related to the excess cost provision. The provision has ensured that the Federal funds would be used to supplement rather than supplant the level of State and local funds made available for vocational programs. The matching requirement has contributed to the increase in State and local funds.

The following example is provided to illustrate what would happen if the excess cost requirement was removed:

> Example: A deaf student in a "regular" autobody program needs an interpreter and specialized counseling services. The per pupil cost of the program for nonhandicapped students is $1,000 and the additional cost for the interpreter and counseling is $500. Under the present requirements the federal funds could be used to pay half of the excess costs, $250, on the other hand, if the excess cost requirement was removed, federal funds would then be used to pay the total cost, $1,500.

The underlying purpose of the excess cost requirement is to generate state and local monies in equitably serving handicapped individuals.

The elimination of the excess cost requirement could have a negative impact on handicapped students by (1) denying handicapped individuals the opportunity to benefit from the basic course which on the average would exceed 90% non-federal expenditures and, (2) making it more economically feasible to fund separate, segregated programs for handicapped individuals which could be fully supported by federal funds. Additionally, allowing the federal funds to be used for full support for vocational education for handicapped persons would significantly reduce the number of individuals who could participate.

A review of 1979-80 Vocational Education Data System enrollment data indicates that seventy-seven percent of handicapped individuals reported as enrolled in vocational education were participating in "regular" vocational education programs. Because of the large percentage of handicapped students enrolled in "regular" programs, strong argument could be made that the per capita cost has been reduced, i.e., we are now serving more for less money.

3. What are the Congressional initiatives which have assisted handicapped individuals in obtaining greater participation in vocational education?

Despite legislative mandates, there is still a tremendous need to develop and expand appropriate vocational opportunities for handicapped individuals at the secondary and postsecondary levels. The design and delivery of career development options for these individuals continues as an emerging national priority for the education and employment communities. The critical need for viable vocational and career education programming for handicapped people has been reflected in numerous pieces of federal legislation since the early 1970s. The Vocational Education Amendments of 1976, as well as the Education for All Handicapped Children Act of 1975, Sections 503 and 504 of the Rehabilitation Act of 1973, and the Comprehensive Employment and Training Act of 1978, all speak to the need for handicapped individuals to have access to appropriate training programs that will lead to productive, meaningful, and satisfying employment. While the proliferation of legislation has been rapid, the actual development and expansion of appropriate vocational education opportunities has not evolved as rapidly.

Basically, the Congressional initiatives which have assisted handicapped individuals in obtaining a greater degree of participation in vocational education are the following:

1. the 10% setaside, which is matched by state and local funds, and
2. the requirement that these funds be limited to the "excess cost" of educating handicapped students in vocational education.

The legislative history and the Act indicate that Federal assistance should serve as a catalyst to induce State educational agencies (SEAs) and local education agencies (LEAs) to align priorities, programs and expenditures more closely to community and individual needs. The Vocational Education Amendments of 1968 required the States to spend at least 10% of their annual basic grants on programs and services for handicapped individuals. The setaside funds were intended to be spent for costs in excess of the costs of providing vocational education for nonhandicapped students, though funds could be used to pay the entire cost of programs devised solely for handicapped students.

The history of the Act clearly indicated that the setaside funds were to be used, to the maximum extent possible, to assist handicapped individuals to participate in "mainstream" vocational education programs. In a report prepared for the H.E.W. Office of Planning, Budgeting and Evaluation in 1973 the Olympus Research Corporation reported that, despite the existence of policy calling for integration, approximately seventy percent of students receiving vocational education were in special education classes. The General Accounting Office reported that in the first four years of implementation of the 1968 Amendments little progress had been made in increasing the enrollments of handicapped individuals in vocational education or stimulating increased State and local support for such activities.

The 1976 Amendments to the Vocational Education Act contained provisions intended to increase the priority for participation of handicapped students in vocational education. The Amendments required States to match the Federal funds earmarked for the handicapped individuals. The regulations require the Federal funds to be held to expenditures for extra or supplemental expenditures for students in "regular" programs. They also allow for the total support of separate programs if the average statewide expenditures for handicapped students equals or exceeds the average per student expenditures for nonhandicapped individuals.

It is anticipated that legislation will be introduced which will eliminate the most significant Congressional initiatives discussed above.

4. What are the consequences of nonresponsiveness?

Our nation appears to have entered an economic and political climate where the balanced-budget movement is having a significant impact on human services. Will these factors affect the expansion and improvement of vocational education options for handicapped people? Can the education and rehabilitation communities demonstrate that any reduction in support for training and employment programs for the handicapped will have substantial national, regional, state, or local consequences?

At the core of future economic funding for education, training, and employment programs is the question of cost effectiveness. Before examining the benefits of providing these intervention services, it would be helpful to identify the alternatives of not providing such services. Assuming that, with appropriate education, training, and employment services, the ability of handicapped individuals to support themselves will increase, the question becomes the cost of independence (education and training leading to employment) versus the cost of dependence (public income maintenance and institutionalization).

In the superb book Rehabilitating America, Bowe (1980) cites a study (Berkowitz & Rubin, 1977) which indicates that the costs of maintaining handicapped people in dependency roles have dramatically increased over the past 10 years. The cost of such dependency in 1970 exceeded $114 billion (Rossmiller, Hale, & Frohreich, 1971) and is expected to reach $210 billion in the 1980s (Bowe, 1980). This would be in excess of the entire HEW budget for Fiscal Year 1980. These figures may appear to be extreme, but recognizing the validity of any of these data leads us to the conclusion that the cost of this dependency may eventually consume a good portion of the nation's budget.

Keeping handicapped people dependent on public assistance need not continue at the present escalating rate. There is strong evidence that anyone who can respond to stimulation can perform simple work (Karan, Wehman, Renzaglia, & Schutz, 1976). These studies indicate that the vast majority of handicapped individuals can attain a higher degree of economic self-sufficiency when given appropriate education and training, while only 5 to 15% would have more restrictive earning potentials (Braddock, 1976). The President's Committee on Employment of the Handicapped has reported that the work record of handicapped people compares favorably with the nonhandicapped in many ways. The fact that handicapped individuals can succeed at levels comparable to the nonhandicapped in every type of employment suggests that they should participate on an individual basis in all types of vocational education programs. Unfortunately, there are presently a number of problems in our vocational education delivery systems which have become barriers to responsive vocational education for handicapped individuals. In the following section, we will discuss a number of these issues and suggest recommendations for their resolution.

5. Some recommendations regarding the reauthorization of the Vocational Education Act.

a. Issue

There is a disproportionate allocation of state and local funds for handicapped students in vocational education.

Position

Federal funds represent less than 10% of the total expenditures for vocational education; however, studies show a significantly greater reliance on federal funds for providing services to handicapped students $1.32 (state and local) $1.00 (federal); while for nonhandicapped students, it is $10.00 (state and local) to $1.00 (federal). Our position is that handicapped students are not receiving equal benefits in terms of the state and local dollars expended. It should be noted that some states claim that it is difficult to provide the necessary state and local funds to match federal support to the handicapped population.

Recommendation

If it is, indeed, a hardship for states to effectively match the federal dollars for excess costs with state and local dollars, one possible solution could be to increase the federal setaside for handicapped students in each state to 30%. However, this may require a restriction that the added 20% state setaside be spent only on appropriate support services to accommodate handicapped individuals in regular vocational education programs. Only 10% of the remaining federal setaside should be spent on separate vocational education programs for handicapped persons.

Data necessary for informed decisions

The answers to the following questions would fulfill the necessary data requirements:

- o Are there any states which have given back federal funds because they were unable to generate a state/local match? How many? Were all these in the area of the handicapped individuals?
- o Is there any difference in the proportion of state and local dollars versus federal funds available to handicapped students as compared to nonhandicapped students?
- o Has the requirement for matching excess costs increased the amount of state/local expenditures on vocational education for handicapped students?
- o Has the requirement for matching the excess costs increased the number of handicapped students participating in regular vocational education?

b. Issue

There is confusion regarding the definition and identification of handicapped students by vocational education personnel.

Background

Although both P.L. 94-142 and P.L. 94-482 concur with the definition of "handicapped" as described in Section 121a.5 and Appendix A, respectively, previous interpretations of the regulations by the U.S. Office of Education have directed states to count handicapped individuals in vocational education as those who were in need of additional services. The American Vocational Association (AVA) takes the position that only those handicapped students who cost more are to be counted in vocational education (Bottoms, 1980). Thus, the question arises as to who is handicapped in vocational education.

Position

All handicapped students in vocational education who have, according to state standards for P.L. 94-142, been evaluated, diagnosed, and identified as handicapped should be counted as recipients of vocational education if they are, indeed, receiving vocational education. This is consistent with the existing definitions and procedures regarding accountability for handicapped individuals in the Vocational Education Data Systems (VEDS).

Recommendation

Because VEDS directs that the IEP be used as a means of accountability in vocational education, state and local administrators of special education should require that vocational education be indicated in the IEP for every student who is participating in vocational education.

Data necessary for informed decisions

The important question here will be to determine how handicapped students receiving vocational education are identified at the state and local levels.

c. Issue

Underrepresentation and segregation of handicapped individuals in vocational education programs.

Position

When the number of handicapped individuals participating in programs which lead to higher skill level occupations are compared to the enrollments of handicapped individuals in programs which would be considered training for lower skilled occupations, it appears that the handicapped individuals reported to be enrolled in vocational programs tend to be clustered in ones which prepare for lower level occupations (Office for Civil Rights, 1980). The clustering of enrollments in these lower level occupational preparation programs supports the concerns expressed by handicapped individuals in vocational education programs. Because the handicapped individuals are not prepared for higher levels of employment, they can not be considered qualified for employment in these areas.

Recommendation

Requirements should be established that clearly limit the placement of handicapped individuals in segregated programs or that track those individuals into lower level occupational training areas. Only when it is clearly demonstrated that the nature and severity of the individual's handicap, even with maximum support services, prohibits participation in a "regular" vocational program, should a separate vocational preparation program be considered. Other solutions to this problem may include, but are not limited to, the following:

- Legislation should require that admissions to and entrance requirements for vocational education programs must reflect those skills and competencies which are actually required by the occupational area in the employment sector.
- Congress should assign higher priority to equal program accessibility requirements for handicapped students.
- Greater emphasis should be placed on using federal resources.

Data necessary for informed decisions

Several of the data requirements mentioned for the first issue are also relevant here. Program administrators should be able to determine:

- The percentage of handicapped students participating in "regular" vocational education.
- The percentage of handicapped students participating in separate or segregated environments offering both support services and vocational training.
- The various types of disabilities of handicapped individuals who are receiving vocational education in both settings.

d. Issue

There is a lack of coordination with other agencies which have the potential of serving handicapped individuals.

Position

Present regulations put the responsibility of coordination on state and local agencies, but not on the total resources in the state and community. Although state and local educational agencies have the responsibility to assure that handicapped individuals have access to appropriate vocational education programs, Congress has not directed the major educational, training, and employment agencies to coordinate their services for handicapped individuals. This is also evidenced in the fact that the vocational requirements of the IEP have not been effectively coordinated in many states or extended to postsecondary vocational programs.

Recommendation

In future legislation, Congress should require formal cooperative agreements among all agencies which have capabilities of providing services for handicapped individuals.

Data necessary for informed decisions

To assure an effective continuum of services for handicapped individuals in the future, answers to the following questions will be critically important:

- What mechanisms have been established to ensure coordination between the Office of Vocational and Adult Education and the Office of Special Education and Rehabilitative Services?
- How will the coordination of services to handicapped persons be addressed in the new legislation?
- Will coordination of services at the state and local levels be required for agencies receiving federal funds?
- To what extent does interagency coordination take place in the development and implementation of IEPs and Individualized Written Rehabilitation Plans (IWRP)?
- To what extent are vocational and special educators at administrative and instructional levels working cooperatively in planning and implementing vocational programming?

e. Issue

The distribution of federal vocational education funds does not assure that federal monies will affect postsecondary programming for the handicapped.

Position

We feel that greater emphasis should be placed on the participation of handicapped individuals in postsecondary vocational training programs. Often when handicapped students leave the secondary school they are perceived to have terminated their formal education. Postsecondary educational opportunities must be made available for all handicapped individuals who have continued educational needs. Particular emphasis must be placed on the transition from secondary to postsecondary vocational education programs. The decline in the secondary-aged population and the increasing number of handicapped adults needing additional training and/or retraining should underscore the importance of expanding postsecondary vocational education opportunities.

Recommendation

To enhance the participation of handicapped individuals in postsecondary vocational education programs, funding allocation factors in state and federal fund distribution formulas should prioritize program development in this area.

Data necessary for informed decisions

In addition to establishing a funding priority, each postsecondary institution should be required to develop a Methods of Administration Plan describing specific actions being taken to assure equal program access for handicapped individuals. Procedural requirements should include measurable goals for increasing the participation of handicapped individuals. Federal and state agencies should conduct periodic compliance reviews of actual efforts to implement equal access and affirmative action plans with subsequent funding contingent on satisfactory performance or corrective action.

Conclusion

In terms of national perspective regarding the problems associated with handicapped individuals accessing education, training, and employment programs, our conclusion is that the problems are numerous. As described in this testimony, regulations in a number of areas have been enacted to insure the protection and rights of various disadvantaged and handicapped students. In the near future, the administration and Congress are also going to be asking critical questions about effectiveness and the data needs which represent a minimum for the justification of these regulations. Advocates must continue to challenge the existing systems and remain actively involved, so that future legislation, economic revitalization programs, and other human services programs include the concerns of handicapped individuals as a high-risk population.

Just as economic independence is one of the primary concerns of disabled individuals, so it should be one of the primary concerns, if not the only concern of the Federal role in the reauthorization of the Vocational Education Act. Both history and statistics have shown that states, on their own, will not ensure that appropriate vocational education is provided to handicapped persons. Just as the disability community was deeply concerned about the proposed changes in P.L. 94-142, it is equally concerned about the proposed changes that might diminish disabled individuals' already disproportionate chances of becoming enrolled. It will take the combined efforts of those within the Federal, state, and local systems and those outside the system, advocates, to effectively meet the challenge!

Senator **Stafford**. Thank you very much, Ms. Razeghi.

Let me address a question to Fred Weintraub and to you, Ms. Razeghi, and this is it. Given that the set-aside will continue at the same or increased levels, how should we distribute funds to insure program access and program quality? Should we require that distribution of Federal dollars be based on the actual number of handicapped students served, similar to the formula for Public Law 94-142, or some other financial contingency?

Before you respond, the Chair will say that if you prefer a response in writing to one here, the committee would be most agreeable to that. We do not want to take anybody by surprise in an area in which they might wish to have a little time to think. But having posed the question now, I invite your response.

Mr. **Weintraub**. Perhaps I could start. We would like to see that we do not move to that level of specificity. We think that we would make the accounting systems within vocational education overly complicated by having a different formula or a different track for handicapped versus other populations served.

We would like to make one last effort to operate under the basic constructs of the existing act with the amendments we have recommended. With the appropriate strengthening amendments, we would hope that the vocational systems with spend Federal dollars toward full access and quality of program.

If they do not and if it does not happen, then I think we are left with no alternative but to make a dramatic structural adjustment such as removing the dollars from the overall vocational pipeline and placing them in a separately administered program.

Senator **Stafford**. Thank you very much. Ms. Razeghi, do you care to respond to that?

Ms. **Razeghi**. I would just like to say that the vocational education data system up until very recently did require accountability for handicapped individuals in vocational education. I would strongly recommend that they still be held accountable to find out how many handicapped individuals they are actually serving and in what type of setting they are serving, so that you do have some means of determining the effectiveness of the types of funds you are putting into it. I would strongly recommend that.

Senator **Stafford**. Thank you very much.

Dr. Phelps, let me address this question to you. This subcommittee has heard testimony about a variety of vocational training programs offered by the major national occupational training systems. We have also heard testimony about the need to continue to increase access to persons with handicaps in vocational education at the secondary and postsecondary levels.

Given the many national programs that are available for occupationally specific training, why is it that handicapped consumers are so interested in the vocational education system?

You will have to speak very directly into that mic, Doctor, so we can all hear you.

Dr. **Phelps**. OK, thank you. I think some of the testimony that you have heard describes programs, such as the Federal efforts in apprenticeship, employment training, and so on. If you look very closely at who is served in those programs, the fact is that most handicapped individuals simply do not have access to those other training systems.

I think that is reinforced very clearly by what Ms. Razeghi said about the fact that under the new JTPA legislation, handicapped individuals, unless they fall below the income eligibility criteria, are not going to be served, whereas in the existing CETA legislation a waiver does exist for that income eligibility kind of requirement.

So, I think that is extremely important as the Congress helps with implementation of regulations for the Job Training Partnership Act. The access to those other systems is so restricted that that is why our individuals and our kids and our young adults need secondary and postsecondary vocational education programs.

Senator **Stafford**. Let me address a second question to you. Research has indicated that students who complete secondary level vocational education programs, for the most part, fare no better in securing employment than their peers who complete general education programs.

However, postsecondary vocational programs appear to be more directly related to securing employment. Given this fact, what benefits do you see to secondary level programs for handicapped students, and how can we insure greater access for handicapped individuals in postsecondary vocational education programs?

Again, the Chair would remind you that if you prefer responding in writing, that would be most agreeable.

Dr. **Phelps**. I think we will take you up on this offer, but just quickly, I can maybe summarize the response in two different areas. No. 1, on the placement record for vocational education students at the secondary level compared to general education students, I think that is typically true for the population in general.

We do not have good, solid national data on handicapped students, once they have left vocational education programs, to know whether or not that really holds up for handicapped students who have been through vocational education programs.

In terms of increasing access to the postsecondary level, again I think that there is a trend and a demographic movement toward providing training to older individuals in our society and through the vocational education system. If we are going to provide vocational education with increased funding at the postsecondary level, there needs to be a set-aside or a provision that targets money for handicapped individuals.

The second reservation I have about the postsecondary level effort is that the only provisions and assurances we have right now that pertain to postsecondary education in vocational education are those under section 504. Those do not provide assurances for individual education programs such as we find at the secondary level as a result of Public Law 94-142.

So, I think if we do move toward, and I think we ought to move toward a larger emphasis in postsecondary voc ed for the handicapped, we have got to also have some assurances that the quality of the program and services are going to be adequate.

Senator **Stafford**. Thank you very much. I do not mean to forestall other comments from the panel if others wish to say something on these questions that I am raising.

Fred, did you want to make a comment?

Mr. **Weintraub**. Senator, the question is not one of access for handicapped youth to vocational programs, but, rather access to which particular programs.

One of the things that we are finding is that, for example, in vocational education we have an increasing number of handicapped students participating in voc ed, but yet in those programs that seem to have the greatest link to work—the cooperative programs and others—almost no handicapped people are participating.

So, one of the real problems is that when you look at gross data, it often is misleading as opposed to looking at the specific programs and what programs seem to tie very closely to work.

Senator **Stafford**. Thank you. That is a point that has been made before this committee several times, especially by those representing business interests who appeared here last week.

Ms. Finck, in your testimony you spoke of the effectiveness of community-based training, which is the practice of "providing instruction in community settings where employment at a specific job site is the goal." Although this approach has been used with nonhandicapped students in vocational education, I assume this may be a new practice relative to moderately and severely mentally retarded individuals.

In this regard, how can the Federal act assist vocational educators in acquiring the skills, knowledge and attitudes to work effectively with students with more severe handicaps?

Ms. **Finck**. Senator, I think that in this particular area it may be a new practice with moderately and severely handicapped individuals, but the research has shown that the technology in the teaching profession has been available for many years and has been shown to be very effective both in placing students and adults. Followup studies have shown that the retention rate, the number of people who are still on the job a year or two later, is very high; it is as high as 80 percent.

I think that in this particular area, because we have the technology, maybe we need a little push from the Federal Government to insure that these best practices or this technology are utilized. Perhaps one way of doing that might be to target some funds under programs of national significance in the legislation that would encourage that the technology be used.

Senator **Stafford**. Thank you.

To Mr. Weintraub and Ms. Razeghi, this question: It is our understanding that the collection of certain elements in the vocational education data system have been suspended. Specifically, since 1981, there has been no information collected on the kinds of occupational programs handicapped students are enrolled in or their specific handicapping conditions. In addition, there is no information collected relative to the participation of handicapped students in cooperative education or apprenticeship programs.

What, in your judgment, are the implications of this, and how might the Federal act facilitate the orderly and continuous collection of information on handicapped and disadvantaged individuals?

Ms. **Razeghi**. Well, in response to the first part of that question, the implications regarding very little data on handicapped individuals' participation in cooperative vocational education, which is sort of the Cadillac model of voc ed, and apprenticeship programs, the fact is recent Office of Civil Rights data indicate that there has been no participation in these programs.

Our feeling is, as we mentioned before, we need to have this type of statistic available and begin to ask questions as to what improvements can be made. Allen and other people on the panel probably have presented in their testimony ways in which this can actually happen. It does not have to be this way.

So, you know where your weaknesses are and where you do have to put your resources, whether you are a State or local education agency.

Mr. **Weintraub**. I think it is absolutely essential that the Congress specify within the act and within the reports accompanying the act the data that the Congress needs to make the decisions that effect good legislation.

We are rapidly reaching the point, with the lack of resources not only in the public but the private sector as well, that without the Federal Government being a major source of data collection, the data simply is not going to exist on what is going on around the Nation.

We are already experiencing a serious data gap in preparing testimony for the committee, and correspondingly, the committee should be experiencing a similar gap as it seeks to provide legislative remedies to problems encountered.

So, we would suggest not only the continuation of a requirement that there be such a system, but that the Congress specify what kinds of information it wants that system to require, and specify the time lines for the reports to the Congress and the public that are needed to carry that out.

Senator **Stafford**. Thank you very much. For the subcommittee, its membership and its staff—all of the members, incidentally, are represented by senior staff people here this morning—I want to express our appreciation to you for helping us in our effort to improve the vocational education program in this country through legislation. So, much appreciation to all four of you for being here.

The Chair would ask the second panel if they would please come forward to the witness table. The Chair is informed that a member of the second panel, Mr. Anthony Gomes, vice president for Policy Development at SER-Jobs for Progress, Inc., was injured in an automobile accident this morning and therefore is not able to be present.

The second panel will consist of Dr. James Barge, director, special needs program, Florida Department of Education, Tallahassee, Fla.; Mr. David M. Gipp—have I pronounced that correctly?

Mr. **Gipp**. Yes.

Senator **Stafford**. I can see they have fun with your name, probably, at times.

Dr. Gipp is executive director, United Tribes Educational Technical Center, Bismarck, N. Dak.; Ms. Janet Wells, associate director for the Federal education project, Lawyers' Committee for Civil Rights under Law, Washington, D.C.; and Mr. Michael Van Leesten—I hope I do your name correctly, Mr. Van Leesten—executive director, Rhode Island Opportunity Industrialization Center, Providence, R.I.

We welcome you all here, and before you begin, I am going to stand down for a couple of minutes to give the interpreter a little rest after an hour of interpreting. If you would like a couple of minutes, or coffee, or anything, we will allow that time for you to have it.

Mr. **Hartman**. It is really not necessary.

Senator **Stafford**. It is not? You are ready to go ahead, then?

Mr. **Hartman**. Yes, sir.

Senator **Stafford**. In that event, I think we will ask this panel to proceed in the order in which I called your names, which means Dr. Barge, Mr. Gipp, Ms. Wells, and Mr. Van Leesten.

You probably heard me say that we have that infernal machine in front of you, which is supposed to give you 6 minutes. The Chair will not hold you exactly to that, but some of your statements are quite long and they will appear in the record fully so that all staff and members will have a chance to examine them.

As I said earlier, we never seem to have enough time to do justice to important witnesses or everything else we are supposed to be doing here. We just do the best we can. So, having apologized in advance to this distinguished panel for asking you to do it in 6 or 7 minutes, Dr. Barge, we will begin with you.

STATEMENT OF JAMES ALLEN BARGE, DIRECTOR, SPECIAL PROGRAMS, DIVISION OF VOCATIONAL EDUCATION, FLORIDA DEPARTMENT OF EDUCATION, TALLAHASSEE, FLA.; DAVID M. GIPP, EXECUTIVE DIRECTOR, UNITED TRIBES EDUCATIONAL TECHNICAL CENTER, BISMARCK, N. DAK.; JANET WELLS, ASSOCIATE DIRECTOR, FEDERAL EDUCATION PROJECT, LAWYERS' COMMITTEE FOR CIVIL RIGHTS UNDER LAW, WASHINGTON, D.C., ON BEHALF OF THE NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION; AND MICHAEL S. VAN LEESTEN, EXECUTIVE DIRECTOR, OPPORTUNITIES INDUSTRIALIZATION CENTER OF RHODE ISLAND, INC., PROVIDENCE, R.I., A PANEL

Dr. **Barge**. Mr. Chairman and members of the committee, I appreciate the opportunity to appear before you today to speak to you doubt issues related to the Federal role in vocational education and what it means to disadvantaged, handicapped, and limited English-proficient persons.

The goal of vocational education is to assure every citizen, opportunities to develop skills required for productive employment. This assurance was initially promoted in the Vocational Education Act of 1963 and highlighted in the Vocational Education Amendments of 1968 and 1976, whereby States were mandated to serve disadvantaged, handicapped, and limited English-proficient persons.

Passage of the Education Amendments of 1976 expanded the Federal role in vocational education by increasing the set-asides of the basic grant for the disadvantaged, including limited English-proficient persons. The 1976 Education Amendments also established criteria for the utilization of the set-aside funds. The concept of matching by State and local educational agencies and excess cost criteria were applied to expenditures of all set-aside funds of the act. Expenditure of the set-asides for the handicapped at the secondary level had to conform to criteria established under Public Law 94-192: Education of the Handicapped Act.

The establishment of set-asides, matching requirements, excess cost criteria, State and local advisory councils, vocational education data system and accountability requirements in the act presented State and local edcuation agencies with guidance in planning in delivering vocational education to disadvantaged, handicapped, and limited English-proficient persons.

Needless to say, the provisions of set-asides, matching requirements, excess cost concept, developing individualized education plans for the handicapped, and the vocational education data system have presented many issues that confront the Congress in defining the continuing Federal role in vocational education for persons with special needs.

At this point, may I share with you how the Federal role in vocational education has impacted on the disadvantaged, handicapped and limited English-proficient population in Florida. The matching requirements created a Federal-State partnership in making vocational education opportunities available to a greater number of persons in need of vocational training. The excess cost concept promoted targeting resources to meet the assessed needs of each target group on an individual basis. Individualized education plans gave assurance to parents that handicapped children would be provided vocational education opportunities. The composition of advisory committees place representatives of the target groups in positions to articulate their special needs to various delivery systems.

The ability of education agencies to respond to the manpower needs of the labor market and the individual needs of persons who want and can benefit from vocational education is directly related to the level of Federal investment, especially for persons with special needs. I cannot overemphasize the importance of the role that the Federal Government has played in providing opportunities for disadvantaged and handicapped persons to participate in vocational education. In Florida, the set-asides were used to integrate exemplary programs and innovative practices into the total vocational curriculum.

More specifically, individualized, diagnostic, prescriptive remedial programs were designed to develop vocational related basic skills. These programs were implemented in each vocational-technical center and 50 percent of the community colleges in the State, in addition to the correction system and Indian tribes located on reservations. Work evaluation programs for the handicapped, occupational exploratory programs for the disadvantaged, vocational English for speakers of other languages, interpreter services for the handicapped, and limited English-proficient, tutorial services for the slow learners, modification of equipment for the handicapped, child care and transportation services for the economically needy, specially prepared instructional materials, and special instructional personnel for the academically disadvantaged, represent some of the interventions implemented in Florida to serve these target groups in vocational education.

According to the 1982 enrollment report from the National Center of Education Statistics, Florida, as well as the Nation at large, experienced an increase in the number of disadvantaged and handicapped persons being served in vocational education.

The increasing enrollment of target group members in vocational education and the fact that States met their expenditure requirements under the provisions of section 110 (a) and (b) of the act for excess cost purposes suggest that States are realizing their potential for serving these persons in vocational education. The Federal role in support of vocational education should be continued. Reauthorizing legislation should: One, maintain set-asides for the disadvantaged, handicapped, and limited English-proficient; two, maintain matching requirements; three, write into the act excess cost concepts; four, maintain and expand the capability of the vocational education data system; five, maintain the requirement for individualized education plans for the handicapped and extend the requirement to handicapped adults; and six, maintain the requirements for advisory councils with membership from the target groups.

Given the current economic situation, the Federal role in vocational education must be continued and targeted to meet the needs of disadvantaged, handicapped, and limited English-proficient persons. We believe that the achievement made in the last 10 years toward serving these target groups must be protected, otherwise, we stand to loose an entire decade of progress.

Again, thank you for the opportunity to participate in this hearing, I will be happy to respond to any questions from you, Mr. Chairman, or members of the subcommittee.

[The prepared statement of Dr. Barge follows:]

PREPARED STATEMENT

OF

DR. JAMES A. BARGE
DIRECTOR

SPECIAL PROGRAMS, DIVISION OF VOCATIONAL EDUCATION
FLORIDA DEPARTMENT OF EDUCATION

before the

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
COMMITTEE ON LABOR AND HUMAN RESOURCES

March 3, 1983

PREPARED STATEMENT OF DR. JAMES A. BARGE, FLORIDA DEPARTMENT OF EDUCATION

Mr. Chairman, members of the Committee, I am James Allen Barge, Director of Special Programs, Division of Vocational Education, Florida Department of Education.

In this position, I have the responsibility for directing and supervising the administration and implementation of vocational education programs supported under the provisions of the Vocational Education Act of 1963, as amended, and the Comprehensive Employment and Training Act, Title II - Section 204 and Title III - Section 303, for the disadvantaged, handicapped, and limited English proficient populations. I appreciate the opportunity to testify before your committee on behalf of these target groups.

Consistent with your invitation to testify, my testimony today will be focused on issues related to the federal role in funding vocational education for disadvantaged, handicapped, and limited English proficient persons. Special emphasis will be directed to program options which have demonstrated the potential of serving these population groups in vocational education, followed with recommendations to improve the access and quality of programs for these persons. In defining the federal role in vocational education, a major consideration is proper identification of problems which inhibit the participation of the disadvantaged, handicapped, and limited English proficient.

In Florida, during a recent legislative committee meeting, representatives from business and industry testifying before the Florida Senate Education Committee identified some problems areas and priority needs in preparing the future work force for this nation. Among the areas identified were the need to develop preemployment skills, basic skills, employability skills, and socialization of the work environment. These areas represent the needs of all students enrolled in vocational education. But in a larger sense, they represent the unmet needs in the ranks of disadvantaged, handicapped, and limited English proficient groups. Clearly, the federal role in vocational education should provide assurance that these target groups have the opportunity to remedy their unmet needs and develop job skills required to function successfully in a highly technical society.

The fact that disadvantaged and handicapped individuals are leaving or dropping out of school in large numbers is a major concern to vocational education. The problem is not limited to minorities and economically disadvantaged persons; it permeates the entire population. These students come from all walks of life and all levels of socioeconomic backgrounds. They enroll in all types of institutions: large and small, rural and urban, inner city and suburban, secondary and post secondary. Many who drop out of school or leave school with a high school diploma and no job skills, end up in the armed forces or the unemployment role in the civilian labor pool.

Too frequently, when these persons enlist in the armed forces or enroll in vocational education, they are exposed to training programs, curriculum materials and instructional processes designed to serve students who do not have problems achieving job readiness and a productive career through vocational education. The disadvantaged, handicapped and limited English proficient (LEP) student can also achieve job readiness through vocational education, but only if vocational education has the resources to met their special needs and accepts the responsibility for providing programs and services to help them. The funds under Section 110 (a) and (b) of the Act, and implementation of the "excess cost" concept, make provisions for vocational educators to identify the needs and design programs and practices to meet the special needs of the target groups.

In recent years, many issues have been debated concerning utilization of funds set aside under Section 110 (a) and (b) of the Vocational Education Act. Several states reported that they were unable to spend their set aside funds to meet the needs of the disadvantaged and handicapped because of administrative problems related to matching, excess cost, mainstreaming, and accountability. While these issues were debated, many state and local education agencies met their expenditure requirements under the Act. In 1979-80 and 1980-81[2] while total enrollment in vocational education remained virtually unchanged nationwide, an increase in enrollment of disadvantaged, handicapped, and limited English proficient occured.[1]

The fact that there were increased enrollments of the target populations and compliance in the use of set aside funds to support these target groups, suggest that states do not have a significant problem in matching the set asides and utilizing these funds for excess cost expenditures. In 1981, Florida over matched its federal vocational education funds including the set asides by more than $14 to $1. The matching requirement enabled Florida to provide exemplary and innovative practices and a learning environment which offered opportunities for disadvantaged, handicapped and limited English proficient persons to participate in vocational education. The state placed educational technology and program options of various designs in comprehensive high schools, vocational centers and community colleges to facilitate equity in servicing these target groups. These program options are described below.

Program Strategies (Options) which have been implemented to increase the participation of Disadvantaged, Handicapped, and Limited English Proficient Persons in Vocational Education

- **Outreach/Recruitment Program:**

is a proram designed to seek out the unemployed, and underemployed members of the target population who need occupational training including school dropouts to make them aware of opportunities through vocational education. The program helps the potential student resolve problems impeding their participation in vocational education and subsequent employment.

- **Job Development and Placement Services:**

is a service which links job competent handicapped and disadvantaged learners with jobs requiring their skills; personnel employed in job development and placement positions acquire and disseminate information about employment opportunities and qualified applicants to fill the job demand. Attempts are made to link the two together through various means. A computerized system - Cooperative Agency Placement System (CAPS) has been used in Florida as one strategy to effect placement of vocational education program completers.

- **Occupational Exploration Program:**

is a program designed to meet the needs of disadvantaged students who seek assistance in identifying realistic occupational goals, activities include exploring clusters of occupations through simulated work samples, tours of vocational programs, occupational information, aptitude testing, occupational interest inventories and vocational guidance.

•Employability Skills Program:

is a program designed to teach disadvantaged and handicapped students the art of getting and keeping a job. It helps students who are ready to make decisions about their future and need to develop good employability skills. These skills include abilities such as choosing an appropriate occupation, locating and applying for a job, maintaining a good relationship with supervisors and co-workers, and having good work habits.

•Vocational Evaluation Program:

is a program designed to assess the abilities of handicapped and disadvantaged persons. The content includes assessment of aptitude, interest, personal attitude toward work and self confidence. Assessment leads to meaningful placement in vocational education training.

•Remedial Education Program:

is a special instructional program designed on an individualized, diagnostic, prescriptive basis to enable academically disadvantaged and handicapped persons to acquire the basic skills (reading, language, and arithmetic) required to participate successfully in vocational education. Students' competencies in these skills are assessed and prescriptions are prepared to provide remediation in the skills which the student appears to be deficient.

•Vocational English for Speakers of Other Languages Program:

is a program designed to help the limited English proficient student learn the specific vocabulary and safety requirements in job preparatory programs selected by the target group.

•Interpreter Services Program:

- Handicapped - interpreter service for the handicapped includes: 1) signers for the deaf, 2) readers for the blind, 3) transcribers for the hard of hearing of hearing and 4) tutors to assist the regular program instructor in delivering vocational instruction.
- Disadvantaged (LEP) - interpreter service for the limited English proficiency include: 1) bilingual personnel employed to provide interpretation of instruction to limited English proficient persons enrolled in regular vocational programs, and 2) serves as the link between monolingual instructors and students who are speakers of other languages.

•Instructional Resource Specialists Program:

is a program designed to assist vocational instructors in analyzing the nature of any academic problem the student may have in the selected job preparatory program. Special instructional materials are acquired or modified to meet the students' needs. Assistance is provided to regular program personnel and curriculum staff in designing and modifying aids for disadvantaged persons enrolled in mainstream programs.

•Instructional Aides Program:

is a program designed to provide tutorial assistance to disadvantaged handicapped persons enrolled in mainstream program and instructional assistance to instructors providing job preparatory instruction.

•Child Care Program:

is a program which provides suitable arrangements to care for children of economically disadvantaged and handicapped persons when child care services present a barrier to participation in vocational education.

•Transportation Program:

is a program which provides transportation services to economically disadvantaged and handicapped persons enrolled in cooperative education, and laboratory exercises when the training facilities are away from the regular classroom. These services are provided in conjunction with the use of laboratory and facilities in the private and public sectors.

•Personnel Development Program:

is a program providing for inservice staff development activities. (Workshops, seminars and interships) These activities are designed and implemented to develop professional competencies of vocational educators working with disadvantaged, handicapped, and limited English speaking students. Personnel include administrators, remedial teachers, job preparatory teachers, outreach recruiters, instructional resource specialists, counselors, instructional aides, including bilingual teachers and aides, and job development and job placement specialists. Activities are focused on meeting the needs of the target groups through exposure to experiences designed to prepare teachers to work with disadvantaged and handicapped persons and LEP persons.

•Specialized Instructional Materials' Acquisition Services:

In this program, specially designed audio-visual materials, bilingual materials, visuals, print and other instructional media are identified through a computer and manual search of curriculum laboratories in universities, governmental clearinghouses and local agencies. Materials are acquired and field tested with the target population. Field test results are used to select appropriate materials to integrate into regular curriculum for mainstreaming the disadvantaged and handicapped in vocational education programs.

•Modification of Laboratory Equipment:

To increase the probability of equity, modifications to laboratory equipment are acquired to provide opportunities for physically handicapped persons to participate in vocational education. Modifications are prescribed to accomodate the deaf and hard of hearing, blind and partially sighted, orthopedically impaired and other handicapped students enrolled in mainstream progams.

•Separate Specialized Job Preparatory Programs:

programs are specifically designed for a group of disadvantaged or handicapped persons institutionalized or determined to be incapable of participating successfully in regular vocational education programs, even with supportive services.

•Instructional Resource Teacher Program:

is a program designed to identify, select and acquire appropriate instructional aids for academically disadvantaged and handicapped students, and teachers assigned to work specifically with these target groups. These programs provide remedial instruction, individual student assessment, tutoring and other helpful experiences designed to help disadvantaged and handicapped individuals.

•Workstudy:

a program providing for the employment of economically disadvantaged persons who have been accepted for enrollment as a full-time student in vocational education programs which meet the standards prescribed by the State Board and the local education agency. Employment opportunities are offered these persons to enable them to succeed in job preparation without having to drop out of vocational education for economic reasons.

These program strategies are effective in serving the disadvantaged, handicapped, and limited English proficient students enrolled in vocational education programs in Florida. The use of set aside funds makes it possible to implement these programs. Without these funds, serving these groups would be difficult.

According to reports from the U. S. Office of Education, other states have utilized their set aside funds in very much the same as Florida. The data in Tables 1 and 2 show the total enrollments of disadvantaged, handicapped and limited English proficient persons in vocational education in different service areas for FY 1979-80 and 1980-81.

During 1980-81, 75 percent of the handicapped students enrolled in vocational education were enrolled in mainstream programs. Of the total enrollment of disadvantaged students in vocational education, 85 percent were enrolled in mainstream programs. Of the total enrollment in vocational education, 3.3 percent were handicapped and 4.4 percent were disadvantaged. Of the total enrollment of disadvantaged persons at the post secondary level, 81 percent were mainstreamed with supportive services provided under the set asides for disadvantaged; 74 percent of students mainstreamed received supportive services under subpart 4 of the Act. Of the total enrollment of limited English proficient persons at the post secondary level, 85 percent were mainstreamed. At the secondary level, of the total enrollment of disadvantaged students, 83 percent were mainstreamed; under subpart 4, 75 percent were mainstreamed. Of the total enrollment of limited English proficient at the secondary level, 83 percent were mainstreamed.

During the period 1976-77 to 1980-81, the expenditures for support of disadvantaged students increased by 66.5 percent. During this same period, the non federal share increased by 78 percent while the federal share increased by 37 percent. During the 1979-80 fiscal year, of the 51 states and territories reporting on expenditures of vocational education, forty-nine states met the matching requirements for set aside funds under Section 110 (a) and (b) of the Act. Of the those states meeting the requirements, forty-nine states over matched.

These data suggest that vocational education has met the challenge of serving disadvantaged, handicapped and limited English proficient population. It further suggests that states do not have a significant problem in matching the set asides and implementing the excess cost provisions implied in the Act.

RECOMMENDATIONS:

If federal dollars are targeted to impact on the needs of the disadvantaged, handicapped, and limited English proficient populations in a cost effective and efficient manner, the federal role in supporting vocational education must be clearly defined, especially for these target groups. To improve access and quality of vocational education for these target groups, the following recommendations are presented:

Set Asides

Recommendation 1:

Reauthorization of the Vocational Education Act should include the continuation of the set asides for the disadvantaged, handicapped and limited English proficient.

Rationale:

States have demonstrated that they have the capacity to serve the disadvantaged, handicapped and the limited English proficient in vocational education by using the set asides to provide supportive services in "mainstreamed" programs. Federal support through set asides should be maintained and increased. Otherwise, the country looses the gains that have been made in serving these target groups since passage of the Vocational Education Amendments of 1968. Research has shown that supportive services are necessary so as to provide the target populations with the opportunity to participate in, and most of all, profit from vocational instruction. According to reports submitted to the U. S. Office of Education on expenditures of federal vocational education funds, states and territories expended their set aside funds to provide opportunities for disadvantaged and handicapped persons to participated in vocational education.

"Excess Cost"

Recommendation 2:

Under reauthorization of the Vocational Education Act, the "excess cost" concept should be established in the Act. The concept should be clearly defined and criteria established for its application. Current interpretation governing "excess cost" should be clarified to eliminate the controversy between opposing sides of the argument for and against the "excess cost" concept.

Rationale:

Conflicting viewpoints on the "excess cost" issue have been presented by various organizations and individuals. Those supporting the "excess cost" concept argue that to remove the "excess cost" requirement in the use of set aside funds would reduce programs and services designed to enable disadvantaged and handicapped persons to participate in vocational education. Those objecting to the "excess cost" concept argue that administering the "excess cost" requirement causes accounting burdens associated with tracking the use of the set aside funds in programs.

Implementing the "excess cost" concept is a sound and logical practice in the use of set aside funds to provide opportunities for disadvantaged, handicapped, and limited English proficient persons to participate in vocational education. The concept provides for targeting funds to cover the extra cost of programs, services and activities to meet the special needs of these individuals. Otherwise, these persons would not have access to, and opportunities in vocational education on an equity basis.

Matching Requirement

Recommendation 3:

Reauthorization of legislation should retain the matching requirement for use of set aside funds for the disadvantaged and handicapped.

Rationale:

A strong vocational education system has been established throughout the nation. Much of the strength comes from a partnership developed between the federal, state and local governments in funding vocational education at every instructional level. The matching requirement under current legislation promoted this relationship. National Priority programs funded under Section 110 (a) and (b) of the Act provided opportunities for state and local education agencies to demonstrate their commitment to serving the disadvantaged and handicapped populations. This commitment increased each state's capability by increasing the level of funding to provide opportunities for these target groups to acquire marketable skills and subsequent employment.

Definition

Recommendation 4:

The definition of disadvantaged should be revised.

Rationale:

The imprecisiveness of the definition of the disadvantaged creates decision making problems at the local education agency level. The interpreation of who is academically disadvantaged gives leeway to local education agencies to serve individuals on the basis of standardized test scores, which may not be the best criteria to judge academic needs, especially when standardized nationally normed assessment instruments are used unilaterally with all groups. A definition is needed which will establish consistency across legislation dealing with this target group at every level.

Vocational Education Data System (VEDS)

Recommendation 5:

Reauthorization of legislation should provide for a Vocational Education Data System which collects, analyzes and disseminates information which presents an accurate account of who is disadvantaged and handicapped by race, sex, age, academic level of achievement, disadvantaged and handicapped conditions, and how resources are used to enable them to participate in vocational education.

Rationale:

Accurate, reliable data is the key element in planning vocational education for disadvantaged and handicapped persons. The ability of the delivery system to select and implement the most effective programs depends upon reliable data and information upon which to base programming decisions. The current Vocational Education Data System (VEDS) authorized under the Act fails to supply adequate data for planning programs, services and activities to meet the special needs of disadvantaged and handicapped persons. To increase the usefulness of data collected by the VED system in the program planning process, the system should collect data on demographic variables to include the race, age, sex, academic level of achievement and handicapped and disadvantaged conditions of every individual qualifying for vocational education assistance. Without this data, states have no statistical basis for differentiating in the use of funds to support disadvantaged and handicapped persons. Local education agencies are handicapped in formulating and implementing policies for serving these target groups. The federal government will find it practically impossible to determine the effectiveness of federal support for vocational education, especially for the disadvantaged and handicapped populations.

Special Funding

Recommendation 6:

More Vocational Education Act funds should be targeted to areas with high concentration of school dropouts and youth unemployment in economically depressed areas within local education agencies' geographical boundaries.

Rationale:

Major economic and social problems exist in areas with high concentration of youth dropouts and unemployment. Additional funds are required to attack some of the more severe educational problems.

Individualized Education Plan (IEP)

Recommendation 7:

Reauthorization of the vocational education legislation should retain the requirement of developing Individualized Education Plans for handicapped persons. This requirement should be extended to the post secondary and adult level for handicapped persons above the age of 21 years.

Rationale:

The Individualized Education Plan is intended to maximize interactions between handicapped students and teachers, counselors and other support personnel in providing opportunities for these persons to participate in vocational education. The plan should be based upon a complete assessment and evaluation of the students' potential to succeed in specific vocational training programs and subsequent employment. The Plan offers an opportunity to describe handicapping conditions and how the impairments affect learning. The Plan may also describe the most effective instructional process to accomodate the mode of learning of each individual being served. Extending the provision of the IEP to the post secondary and adult levels provides for the smooth transition of handicapped persons across program levels and give some assurance that these persons will be adequately served.

Individualized Vocational Education Plan (IVEP) for the Disadvantaged

Recommendation 8:

Reauthorization of vocational education legislation should provide for development of individualized vocational education plans for the disadvantaged persons. This requirement should apply to persons enrolled at the secondary, post secondary and adult levels.

Rationale:

There is no protection under the law to ensure disadvantaged persons of appropriate vocational education programs. The development and implementation of an individualized education plan would provide opportunities to select appropriate program options with the proper mix of resources to enhance their success in vocational education. The plan should be based upon proper diagnosis of learning difficulties and economic factors which inhibit successful participation in vocational education. Assessment and evaluation data should be used to identify problems and in constructing components of the IVEP for the participating individuals. The Plan may provide for describing the most effective instructional process to accomodate the mode of learning of each individual being served.

The foregoing recommendations offer means of strengthening vocational education and clarifying congressional intent in reauthorization of legislation to serve the disadvantaged, handicapped, and limited English proficient.

TABLE 1

Enrollment of Handicapped, Disadvantaged and Limited English Proficient Students in Vocational Education Programs[1]

1979-80

Vocational Programs	Total	Handicapped	Disadvantaged	LEP
Agriculture		23,546	99,368	2,689
Distribution		12,204	91,453	2,974
Health Occupations		9,468	85,132	2,596
Occupational Home Ec		22,627	91,221	2,959
Office Occupations		46,341	419,700	17,320
Technical		5,590	55,506	3,244
Trade and Industrial		82,738	396,119	13,736
Other NEC		96,312	287,878	7,032
Consumer Homemaker		74,587	431,587	17,521
Industrial Arts		27,162	80,979	2,660
		400,574	2,038,943	72,731

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[1] Table compiled from preliminary data provided by the National Center for Education Statistics, April 1982.

Table 2

Enrollment of Handicapped, Disadvantaged and Limited English Proficient Students in Vocational Education Programs[2]

1980-81

Vocational Programs	Total	Handicapped	Disadvantaged	LEP
Agriculture		31,203	123,995	5,827
Distribution		16,397	105,333	8,244
Health Occupations		13,252	107,261	7,443
Occupational Home Ec		34,789	127,206	8,803
Office Occupations		91,351	506,578	43,405
Technical		8,938	75,821	11,521
Trade and Industrial		108,610	469,545	29,435
Other NEC		113,583	328,496	10,882
Consumer Homemaking		88,894	542,796	27,267
Industrial Arts		36,196	137,866	6,699
		543,213	2,524,893	154,637

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[2] Table compiled from preliminary data provided by the National Center for Statistics, December 1982

Senator STAFFORD. Thank you very much, Dr. Barge.

Mr. Gipp, we would be glad to hear from you. Will you pull one of the mikes over?

Mr. GIPP. Thank you, Mr. Chairman. We appreciate the opportunity to appear before the committee and to submit testimony.

I am from the United Tribes Educational Technical Center, which is a 14-year-old intertribal postsecondary vocational school out in Bismarck, N. Dak., and we are accredited by the North Central Association of Colleges and Schools. It is the only tribally owned vocational institution in the United States and principally serves reservation-based populations from federally recognized tribes.

In addition to this, Mr. Chairman, a number of tribes and other organizations have submitted either resolutions of support or plan to submit statements for the record, and I might just note those for the record: The Standing Rock Sioux Tribe in North and South Dakota, the Three Affiliated Tribes from North Dakota, the Pima-Maricopa Indian Community from Arizona, the Alamo Navajo Community from the State of Arizona, the Reno-Sparks Indian Colony from the State of Nevada, the Bay Mills Indian Community from the State of Wisconsin, and the Confederated Salish-Kootenai Tribe from the State of Arizona.

There are additional tribes, we understand, that are submitting statements in regard to the 1-percent set-aside on vocational education for American Indian tribes.

I will summarize my statement at this point, Mr. Chairman, for purposes of being brief. Prior to the 1-percent set-aside—and I refer specifically to title I, part A, section 103, subsections (a) and (b), that speak to the so-called Indian set-aside or tribal set-aside which addresses programs for tribal and American Indian populations.

Prior to this set-aside, which was enabled in the Education Amendments of 1976, there were no opportunities for American Indians and tribal groups. So, we consider this set-aside, which is most recent, a very significant step in the state of Indian affairs with respect to Indian education. It is the first historical kind of approach that has ever been addressed in regard to vocational education for American Indian populations.

We certainly support the continuance of that set-aside, and later on I will summarize our recommendations.

As you know, approximately 10,000 to 12,000 American Indians have been served as a result of the set-aside. We believe that there is a high correlation between the programs offered and such things as tribal economic development; by that, I mean tribal economic development on the basis and the terms of tribes themselves and tribal leadership.

Previous to this time, the approach had been pretty much a paternal approach by the Bureau of Indian Affairs in providing programs that they felt were necessary versus maybe what the Indian populations may have felt was necessary.

It is important to note that one of the reasons why the set-aside was established—and United Tribes was very active in testifying on the origin of the 1-percent set-aside for Indians. Some of the reasons why the set-aside was enabled in the first place—and I would add that they stand as very sound reasons for continuing a set-aside now—are, one, such items as geographic isolation; the issue of cultural and linguistic barriers that frequently confront our people.

You will find, for example, on the Navajo reservation that the primary or principal language is Navajo, and frequently we have to rely on interpreters simply to do the basics in a classroom or in a workshop situation.

Third, it is important to note, as I have mentioned, that there were no opportunities either at the Federal or State level, for the most part, for American Indian adult populations on reservations. Historically, you will find that there are not State moneys available to Indians on reservations.

Historically, you will find that Indian reservations and their populations have not been included in State plans to any great degree. Now, you will find some exceptions, for example, in the State of Minnesota. But for the most part, you will find that these populations have been left out of the State plan. As a result, access to State and Federal moneys has either been very limited or not available at all on a historical basis.

Finally, in regard to the set-aside itself, it has served some 46 different tribes of the 281 federally recognized tribes in the United States. It is important to note that the existing set-aside does require a match of funds at a 50-percent level from the Bureau of Indian Affairs.

One of the problems in the past has been that the Bureau of Indian Affairs has each year obtained a congressional waiver to be allowed not to have to match their percentage of the dollars for Indian tribes.

What I am really saying is that the dollars that have been available through the Department of Education could be doubled if the Bureau of Indian Affairs were providing the match which is required in the law, but which they have received congressional waivers each year on.

This, to us, demonstrates a failure by the Bureau of Indian Affairs not only to match the money, but we wonder about the type of commitment and the type of accountability that the Bureau of Indian Affairs ought to be providing with respect to tribal or Indian vocational education.

Second, the Bureau of Indian Affairs does not have a specific or comprehensive vocational education policy or program as it affects American Indian populations. We believe that that is something that the committee ought to certainly explore, because they do have a Federal trust responsibility in this regard.

Another significant factor about this set-aside is that tribes and their respective organizations can deliver qualitative and relevant vocational education programs for their own populations.

Second, for the first time tribes can determine vocational education needs, policies, and plans, and implement them as they are relevant to their own populations.

I will get to our recommendations at this point, Mr. Chairman, and if you would have questions, we would be glad to answer those in greater detail.

With respect to the set-aside as it affects Indian populations, we would recommend that the Federal Government continue the set-aside and that it be provided in any reauthorization of the Vocational Education Act at a level not less than 2 percent. We say 2 percent, especially in light of the fact that the Bureau of Indian Affairs has not provided the appropriate match, so we say 2 percent on that point.

Second, in terms of our recommendations, unless the Department of the Interior's Bureau of Indian Affairs can demonstrate commitment and accountability in administering the set-aside program and can clearly illustrate what policy it has planned, we recommend that the Department of Education continue to be the administrative agency of the set-aside program and funds as it relates to American Indian populations.

Third, we strongly recommend that the integrity and the identity of the Indian set-aside be maintained upon reauthorization, and that such funds be made directly available from the Federal Government to the tribes who may be recipients and tribally approved organizations, in accord with the existing rules of Public Law 93-638, the Indian Self-Determination and Education Assistance Act.

We bring this to the committee's attention. Particularly as I have related in the past, there is an historical relationship between the tribes and the Federal Government. It is based on treaty, Federal Indian law, and the law I have just cited, and it basically provides for the government-to-government relationship. The federally recognized tribes have a principal relationship with the Federal Government and not the States.

Thank you very much.

[The prepared statement of Mr. Gipp follows:]

TESTIMONY SUBMITTED TO

The Subcommittee on Education, Arts
and Humanities
Committee on Labor and Human Resources

UNITED STATES SENATE

Room 309D Senate Courts
Washington, DC 20510

on

March 3, 1983

by

David M. Gipp, Executive Director

United Tribes Educational Technical Center
3315 South Airport Road
Bismarck, North Dakota 58501

Mr. Chairman, thank you for the opportunity to submit this testimony for the record regarding the reauthorization of the Vocational Education Act. We will address our comments to the Discretionary Program for Indian Tribes and Organizations. More specifically, this is the program which has been known as the One Percent Set-Aside Program of the Vocational Education Act of 1963, as amended by P.L. 94-482, Title I, Part A, Section 103(a)(B)(iii).

BACKGROUND

The Indian Set-Aside provision of P.L. 94-482 authorized the Secretary to contract with Indian Tribes and Organizations to provide vocational education to Indian people. In 1978, the first grants were made to Indian Tribes through the competitive grant process.

Prior to this program, few reservations were providing vocational education programs in the community. Those people desiring training were only able to receive it by attending schools away from home. Often these schools were at great distances from the reservations. Many Indian people were unwilling and unable to leave the reservations for the larger unknown world.

Because Indian people had no specialized training, they were unable to obtain jobs. Unemployment was a chronic and continuing problem on the reservations. Unemployment levels of 35 to 50% were not uncommon. In the last few years, these levels have skyrocketed and some reservations have unemployment levels of 65 to 95%. The incidence of poverty in the Indian communities is extremely high when compared with the national poverty guidelines. Illiteracy levels are also high with an estimated half of reservation Indian adults below the basic literacy level.

The One Percent Set-Aside represented the first comprehensive effort to introduce vocational training to Indian communities. Because of the discretionary nature of this program, Indian Tribes have had great flexibility in providing vocational education to their people. Tribes have been able to plan, develop and implement programs that are appropriate and responsive to the needs of the individual tribes. Consequently, the vocational education programs delivered under the Set-Aside have emphasized training which supports the tribal economic development. Potential job placements for graduates have been a major priority in developing programs.

This flexibility has led to great diversity in the programs funded. Training is currently being offered in occupations such as the construction trades, heavy equipment, business and secretarial, small business, agricultural, mechanical maintenance and repair, boat building, fisheries management, nursing and graphic arts.

From 1978 through the current year, the average yearly expenditure for this program has been less than $6,000,000. Even with the limited resources available, the Department of Education estimates 10,000 Indian youth and adults have benefitted from this program. Students have received job skill training, career awareness, counseling and placement services.

Currently, there are twenty-six (26) grants in thirteen states being funded. Most of the grants have been for three year periods. Each project must demonstrate evidence of satisfactory performance on a yearly basis to be refunded.

In 1980, Communication Technology Corporation completed An Assessment of Vocational Education Programs for Indian Tribes and Organizations under contract with the Department of Education. This contract was to assess the Indian programs after the first two years of operation. This study found a high correlation between programs offered and tribal economic development/local training needs. Across the nation, nearly half of the program participants demonstrated positive outcomes. The projects themselves demonstrated success in achieving the objectives.

In summary, the One Percent Set-Aside program has certainly had a posiitive impact on the Indian population. The individual tribes have clearly demonstrated that they can successfully provide appropriate vocational programs in a reservation setting. The Set-Aside provides tribes an opportunity to exercise self-determination in dealing with tribal economic development and local training needs.

STATEMENT OF PROBLEM

Traditionally, vocational education opportunities for Indian people on the reservation have been extremely limited. Indian people often had to travel great distances from their home communities to receive training. This coupled with the cost factor meant that only an insignificant number of Indians could afford to receive training. In addition to the cost factor, the Indians often experienced personal crisises in being away from their families and attempting to deal with a non-Indian society that was foriegn and at times frightening to them.

The difficulties in offering vocational education programs locally have been compounded by lack of funding. Traditionally, the federal and state vocational education monies were not available to Indian communities. Receipt of state money has, in part, been dependent upon the inclusion of projected programs in the state plan. To date, very few states have included Indian reservations in the state plans. Thus prohibiting reservations from receiving state monies.

Congress addressed the needs of the Indian communities with the passage of P.L. 94-482, the Education Amendments of 1976. Title I, Part A, Section 103(a)(B)(iii) of this act specifically provided for an Indian Set-Aside for vocational education. The One Percent Set-Aside program represents the first attempt to bring vocational education to Indian people rather than bringing Indian people to vocational education.

The Indian Set-Aside has only been able to fund programs from 46 of the approximately 281 federally recognized tribes. Lack of financial resources has prevented many tribes from developing programs. As originally legislated, the Department of Education dollars were to be matched by the Bureau of Indian Affairs. For the past five years, the BIA has successfully obtained Congressional waivers to avoid the matching requirement. In effect, this has reduced by one-half the dollars available to Indian tribes and organizations and has meant that fewer programs can be funded.

The Indian tribes, as well as organizations such as the National Indian Education Association (NIEA), the American Indian Higher Education Consortium (AIHEC) and the National Congress of American Indians (NCAI), have continued to request that the BIA be required to provide the matching funds.

Under existing conditions, we are concerned that the failure of the BIA to provide the match during the last five years indicates:

(1) a lack of firm commitment and accountability to the future of tribal/Indian vocational education, and

(2) the BIA does not have a specific or comprehensive vocational education policy as it affects the economic self-sufficiency of Indian tribes.

The Set-Aside experience has shown that the Department of Education has administered this program so that there is currently a history of appropriate service, fiscal responsibility and effective administration. As administered, the One Percent program has thus far shown:

(1) that tribes and their respective organizations can deliver qualitative and relevant vocational education programs for and to their own populations, and

(2) that for the first time, tribes can determine vocational education needs, policy and plans, and implement programs relevant to indiv-

idual tribes without outside interference or dictates. This is without precedent in the annals of Indian Education and represents a significant step forward in keeping with the policies of "self-determination and potential self-sufficiency of Indian tribes."

Presently, the Department of Education's rules and regulations provide assurances that "all" grantees are tribes or tribally sanctioned organizations. Recipients of such grants must meet the requirements prescribed by P.L. 93-638, the Indian Self-Determination and Education Assistance Act. We would be reluctant to support the transfer of the One Percent program to any other department unless there is a philosophic and specific policy on vocational education as it affects Indian Tribes and populations within the context of self-determination, economic development and self-sufficiency. For the One Percent program to be effective, it must remain under the guidance of a department which will provide a climate that will ensure there is progress, fiscal integrity and accountability.

Currently, there are few, if any, tribal resources available to continue the efforts begun under the One Percent Set-Aside. If the funding for this program is not assured, many of the existing programs will be forced to close down. Those tribes who have not yet obtained funding for a vocational education progarm will be hard pressed financially to develop programs.

We believe that the future of the Indian programs must be protected by the existence of a definite set-aside. Lack of a definite set-aside will result in no funding for the Indian/tribal programs.

We believe that the Indian programs have demonstrated a great deal of success in providing vocational education appropriate to the individual tribal needs. We are also convinced that the absence of a Set-Aside will create a climate on the reservation in which the future of meaningful vocational education will be in great doubt. The offering of vocational education on the reservation can and will make a significant impact on the reservation economies, unemployment, poverty levels and on Indian people. Conversely, if the vocational education programs are allowed to die, the impact on the reservation will be obvious and immediate. Few, if any, vocational education opportunities for American Indians and Alaska Natives will be available locally. This is especially true since most existing federal and state funds have historically not reached reservation based adult populations.

RECOMMENDATIONS

1. Because of the noted successes of the Indian Set-Aside programs over the last five years, we recommend to the Federal government that a Set- Aside for Indian Tribes be included in the reauthorization of the Vocational Education Act at a level of not less than 2%, particularly if the Bureau of Indian Affairs (BIA) continues to avoid providing the matching funds for the Set-Aside.
2. Unless the Department of Interior's Bureau of Indian Affairs can demonstrate commitment and accountability in administering the Set-Aside program and can clearly illustrate what policy it has planned, we recommend that the Department of Education continue to be the administrative agency of the Set-Aside program and funds.
3. We strongly recommend that the integrity and identity of the Indian Set-Aside be maintained upon reauthorization, and that such funds be made directly available from the Federal government to Tribes and Tribally approved organizations in accord with existing rules of P.L.93-638, the Indian Self-Determination and Education Assistance Act.

APPENDIX A

Letters and/or Resolutions in Support of the Indian Set Aside

RESOLUTION

NO: 61-83

WHEREAS, the Standing Rock Sioux Tribe is an unincorporated Tribe of Indians, having accepted the Indian Reorganization Act of June 18, 1934 with the exception of Article 16, and the recognized governing body of the Tribe is known as the Standing Rock Sioux Tribal Council, and

WHEREAS, the Standing Rock Sioux Tribal Council, pursuant to the Amended Constitution of the Standing Rock Sioux Tribe, Article IV, Section 1(a) and 1(c) is empowered to negotiate with the Federal, State and local agencies in matters which affect the Standing Rock Sioux Tribe and is empowered to promote and protect the health, education and general welfare of the members of the Tribe, and

WHEREAS, the Standing Rock Sioux Tribal Council is very concerned with the education funds being drastically reduced by Office of Management and Budget, and

WHEREAS, the Vocational Education Act as amended, (PL 94-482) did provide for a "setaside" for the Indian Tribes and organizations and that this Act is now being considered for re-authorization, and

WHEREAS, in the previous Congress, there had been a bill introduced, (S-2325) which did not address any setaside language for Indian Tribes which is being utilized to provide training for Indian people in areas important to the economic development of the Reservations, and

WHEREAS, H.R. 14 is introduced "to extend the authorization of appropriations under the Vocational Education Act of 1963" and that the Senate is holding hearings on March 3rd, 1983 on the Vocational Education Act re-authorization, and

NOW THEREFORE BE IT RESOLVED that the Standing Rock Sioux Tribal Council does hereby urges the 98th Congress, 1st Session to pass the reauthorization of the Vocational Education Act of 1963 with the language providing for an Indian Setaside of 1%.

BE IT FURTHER RESOLVED that the Standing Rock Sioux Tribe further supports the provision that this 1% setaside be matched "dollar for dollar" by the Bureau of Indian Affairs and that no congressional waiver is issued to the BIA and they be mandated to provide the match required.

BE IT FURTHE RESOLVED that the Chairman and the Secretary of the Tribal Council be hereby authorized and instructed to sign this resolution for and on behalf of the Standing Rock Sioux Tribe.

CERTIFICATION

We the undersigned Chairman and the Secretary of the Standing Rock Sioux Tribal Council do hereby certify that the Tribal Council is composed of 15 members, of whom 15 constituting a quorum, were present at a meeting thereof duly and regularly called, noticed, convened and held on the 3rd day of February, 1983, that the foregoing resolution was duly adopted by the affirmative vote of 13 members, with 0 opposing, and with 2 not voting. The Chairman's vote is not required except in case of a tie.

DATED THIS 3rd DAY OF FEBRUARY, 1983.

Pat McLaughlin

Pat McLaughlin, Chairman
Standing Rock Sioux Tribal Council

ATTEST:

For
Elaine Brave Bull, Secretary
Standing Rock Sioux Tribal Council

(OFFICIAL SEAL)

Resolution 83-36-S

RESOLUTION OF THE GOVERNING BODY OF THE THREE AFFILIATED TRIBES OF THE FORT BERTHOLD RESERVATION

WHEREAS, This Nation having accepted the Indian Reorganization Act of June 18, 1934, and the authority under said Act; and

WHEREAS, the Constitution and By-Laws of the Three Affiliated Tribes authorizes and empowers the Tribal Business Council to engage in activities for the welfare and benefit of the tribes and tribal members; and

WHEREAS, the Fort Berthold Community College Vocational Program is providing quality educational services to the organizations and the people of the Fort Berthold Indian Reservation; and

WHEREAS, the Three Affiliated Tribes of the Fort Berthold Reservation fully supports the Vocational Education Act as amended, (PL 94-482) did provide for a "set a side" for the Indian tribes and organizations and that this Act is now being considered for re-authorization; and

WHEREAS, the Senate is holding hearings on March 3rd, 1983 on the Vocational Education Act re-authorization; and

WHEREAS, the H.R. 14 is introduced to extend the authorization of appropriations under the Vocational Education Act of 1963; and

THEREFORE BE IT RESOLVED, that the Fort Berthold Tribal Council fully support the passing the re-authorization of the Vocational Education Act of 1963 with the Language providing for an Indian Set A Side of 1%.

BE IT FURTHER RESOLVED, that the Three Affiliated Tribes Business Council fully supports the provision that this 1% set a side be matched by the Bureau of Indian Affairs "dollar for dollar" and that no Congressional waiver is issued to the B.I.A. and they be mandated to provide the match required.

CERTIFICATION

I, the undersigned, as Secretary of the Tribal Business Council of the Three Affiliated Tribes of the Fort Berthold Reservation, hereby certify that the Tribal Business Council is composed of 11 members of whom 7 constituting a quorum, 10 were present at a Regular meeting, thereof duly called, noticed, convened, and held on the 18 day of February 1983, that the forgoing resolution was duly adopted at such meeting by the affirmative vote of 10 members, — members opposed, — members abstained, — members not voting and that said resolution has not been rescinded or amended in any way. Chairman (voting) (not voting).

Dated this 18 day of FEBRUARY 1983.

SECRETARY, Tribal Business Council

ATTEST:

CHAIRMAN, Tribal Business Council

Salt River
PIMA-MARICOPA INDIAN COMMUNITY
ROUTE 1, BOX 216 / SCOTTSDALE, ARIZONA 85256 / PHONE 949-7234

IN REPLY REFER TO:

STATEMENT

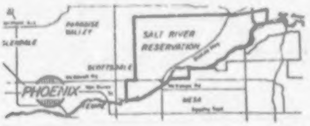
by the

Salt River Pima-Maricopa
Indian Community
Scottsdale, Arizona

The Salt River Pima-Maricopa Indian Community strongly supports the continuation of the one percent set aside for Indian Communities in the Vocational Education Act reauthorization bill. In light of the continuing excessively high unemployment rates in most Indian communities as confirmed by the Administration in the recent public statements by Secretary of Interior Watt, there is a need for an even greater set aside. This Community therefore supports and requests consideration for a set aside of two percent to assure that more Tribes can participate in vocational training programs.

The Salt River Pima-Maricopa Indian Community operates a heavy equipment operator and maintenance training program for 12 students per year using equipment belonging to the Community. Funding support is received through a grant under the Vocational Education Program for Indian Tribes and Indian Organizations. In the first year of operation, 6 of 12 trainees were placed into unsubsidized positions. The response in the Community has been excellent with a very positive attitude and desire to learn by the participants. We have application requests for more then 3 times the number of people we can accomodate. This can be attributed to

SALT RIVER INDIAN RESERVATION



the interest for our people because of the Tribe's involvement and location near sand and gravel processing industries and landfill operations.

The need for continued support for training programs made available by the Vocational Training legislations is self evident. Our unemployment rate ranges from 35 to 55 percent depending upon the time of the year. Much of this can be attributed to a lack of education, training and job skills. Obviously, this is much higher than even in the most recently depressed areas such as Detroit and Pittsburgh. Even when economic times are better, our unemployment rate averages between 18 to 35 percent for the same basic reasons -- lack of skills. The resultant frustation eventually manifests itself in the many and varied social problems that exist on many Indian reservations.

It is vitally important that a set-aside for Indian Tribes be again provided in the reauthorizing legislation for Vocational Education as this gives the Secretary of Education the authority to make grants directly to the Tribes. Experience has shown that the States do not deal fairly with Indian Tribes because their own needs tend to add overhead costs that are not necessary. Additionally, they impose regulatory requirements that are not required by Federal Law and jurisdictional issues between the States and the Tribes are often used as a barrier to preclude support. The Set-Aside authority simplifies that process and has proved to be very cost effective. If a set-aside is not provided, it is certain that this vital program will not achieve the results hoped for and the training so badly needed by young Indian people will not be realized. We therefore strongly urge that the Set-Aside authority for Indian Tribes again be written into the Vocational Education Act.

Gerald Anton, President
Salt River Pima-Maricopa
Indian Community

Written Testimony
of
Jessie Apachito
President of the Alamo Navajo Chapter
on behalf of the
Vocational Education
Indian Set Aside Program

My name is Jessie J. Apachito. I am president of the Alamo Navajo Chapter. My Reservation lies in South Central New Mexico. There are 1800 people on my Reservation.

As with many other reservations I have 85% unemployment on the Alamo Reservation during the past two (2) years sixty-five (65) percent of our program dollars have disappeared. Fortunately, the members of my School Board, the Alamo Navajo School Board, Inc. have received a grant from the Vocational Education Program, one (1) percent Set Aside.

This program in its 16 months of activity has trained 18 individuals in land related skills of surveying and heavy equipment operations and maintenance. They have taken surplus equipment and repaired it. With there skills they are developing roads, repairing drainage crossing, and opening quarries of sand, stone, and coal.

The first year of the Vocational Education Program provided $159,000, However, the total value of the program to the Alamo Reservation is better understand if the following results of program's activities can be seted:

1. State contracted bridge valued at $461,000.00.
2. Acquired and repaired surplus equipment valued at $250,000.00.
3. State Contract for drainage development - $174,000,00.
4. Capability and skills necessary to bid on a $350,000.00 survey contract with the U.S. Forest Service.

With the proper planning, the correct linkages, and active Vocational Education staff the one (1) percent set aside for Indian Tribes is a vital seed in the economic development of my Reservation.

Alamo Band Navajo President

Resolution
of
The Alamo Navajo Chapter
supporting
the continuation of the 1% set aside for Indian tribes
is the
Vocational Education Program
of the
Department of Education

WHEREAS: The Alamo Navajo people through its elected members on the Alamo Navajo School Board, Inc., have received a Vocational Education grant from Department of Education.

The activities of this grant have trained the Alamo people in land related skills of surveying and heavy equipment operations.

The graduate of the program and the surplus equipment repaired through the program are the principal assets on the Alamo Reservation for future business activities.

Mr. David Gipp will be presenting oral testimony to the Senate subcomittee on Education, arts and humanities.

Now therefore be it resolved:

The Alamo Navajo Chapter supports the legislative for the continuation of the 1% set aside for Indian Tribes.

And be it further resolved:

That the Alamo Chapter support the testimony of Mr. Gipp and expresses its gratitude for his assistance in this important matter.

CERTIFICATION

WE HEREBY CERTIFY THAT THE FOREGOING RESOLUTION was duly considered by the Alamo Navajo Chapter at a duly called meeting at Alamo Navajo Indian Reservation (New Mexico) at which a quorum was present and that same was passed by a vote of 50 in favor, 0 opposed, this 9 day of February, 1983.

Frank Guerro
Alamo Chapter Councilman

Alamo Chapter President

Walter Apachito
Alamo Chapter Vice President

Alamo Chapter Secretary

RENO-SPARKS
INDIAN COLONY
TRIBAL COUNCIL
98 COLONY ROAD
RENO, NEVADA
89502
(702) 329-2936

February 14, 1983

Senator Robert Safford
Senate Sub committee on
Education, Arts & Humanities
5219 Dirksin Senate Office Building
Washington, D.C. 20510

Dear Senator Safford,

This communique is to present our support of the Indian set aside under the Vocational Act.

Eighteen months ago, our Tribe was funded under this program to develop a model vocational ccunseling model. To date, we have been able to enroll 21 students in a combination of school attendance and work/study as well as provide quidance to 76 others. These figures are small, but so are we and our grant (83,583/Yr.) 624 persons in the total community served by one staff person.

The benefits of the program that cannot be measured in pure statistics include:

1) Growing interest on the part of all ages within the target population to attend school
2) increased cooperation between Tribe and local vocational training agencies to develop meaningful curricula and programs to students needs
3) a growing manpower pool upon which the Tribe can base development plans.

We have found that working with representatives of the Office of Vocation Education to be very stimulating as they are not hampered by many of the constraints of other agencies & programs.

This country has many and constantly changing manpower needs. We have been pleased and proud to be part of a program that realizes that vocation education cannot function in a traditional academic mode; that it must be constantly dynamic to meet every changing labor demands.
We encourage your support of the program and maintenance of a 2% set aside for Indian Tribes.

Your consideration is appreciated.

Sincerely,

Lawrence Astor

Lawrence Astor, Chairman
Reno-Sparks Tribal Council

Senator STAFFORD. Thank you very much, Mr. Gipp. As you were testifying to this committee, it reminded the Chair forcibly that when I came to Congress in 1961 in the 87th Congress, one of the people I learned to highly respect was, I think, Dr. Ben Rifle of your State and a very distinguished member of the Indian tribes.

Mr. GIPP. Yes, sir, from the State of South Dakota.

Senator STAFFORD. He was billed as the Harvard doctor who came from North Dakota. Is he still alive?

Mr. GIPP. Yes, he is. He is retired, of course.

Senator STAFFORD. Yes, I know it. He was one of the few who had sense enough to leave here voluntarily. [Laughter.]

If you see him, I wish you would convey Senator Stafford's regards to him.

Mr. GIPP. I certainly will, Mr. Chairman.

Senator STAFFORD. Thank you. I would say that the Indian tribes have got a second very able spokesman here in this witness before this committee.

Mr. GIPP. Thank you very much, Mr. Chairman.

Senator STAFFORD. Ms. Wells, we would be very happy now to hear from you.

Ms. WELLS. Mr. Chairman, I am Janet Wells of the Federal education project of the Lawyers' Committee for Civil Rights Under Law. I am testifying on behalf of the National Coalition for Women and Girls in Education. Sixteen organizations participating in the coalition have endorsed this statement.

We deeply appreciate the opportunity to present our views. In some ways, we find it ironic that we are representing women as a special population when half of the population is female. On the other hand, among those with special and often unmet needs, women and girls are usually an overwhelming majority.

Poverty among women has increased so drastically in the past decade that the term "feminization of poverty" has come into usage. In 1981, 70 percent of black families headed by women were in poverty. In January 1983, the unemployment rate of female heads of household was almost twice that of married men.

While handicapped students are generally grossly underrepresented in vocational education, handicapped girls and women are underrepresented even in VEA-funded programs which were designed to give the handicapped an even chance. So, it is perhaps appropriate that women are classified as a special population.

The coalition is calling on Congress to continue and strengthen the sex equity initiative that began with the 1976 VEA amendments. We would like to make the following recommendations.

One, VEA funds have been used primarily in the past for the general support of vocational programs. The coalition believes more funds should be targeted specifically to meet Federal goals and purposes, including providing equal opportunities for women, racial and ethnic minorities, the handicapped, and the economically disadvantaged; supporting adult retraining, including vocational education for displaced homemakers; improving programs in economically disadvantaged areas; encouraging the development of programs to train vocational teachers, counselors, and students——

Senator **Stafford**. Ms. Wells, could you bring the mike around directly in front of you so that our guests in the back of the room will be able to hear?

Ms. **Wells**. Is this better?

Senator **Stafford**. That is fine.

Ms. **Wells**. Encouraging the development of programs to train vocational teachers, counselors, and students for new technologies and high-growth industry; providing supportive services for those who need special assistance in order to enroll and succeed in vocational education.

Two, we urge the retention of the requirement for a sex equity coordinator. The most effective and only mandatory sex equity expenditure in the 1976 amendments is the provision of $50,000 in each State to employ someone to work full time on sex equity.

The regional director of the office of civil rights in Denver recently told OCR headquarters that the sex equity coordinators are the strongest civil rights specialists in State education departments. We have found their work invaluable in making school officials aware of sex discrimination, devising programs and strategies to overcome sex bias, and promoting the establishment of programs to encourage nontraditional enrollment. Therefore, we strongly urge that this provision of the existing legislation be retained.

Charles Benson and Gareth Hoachlander of Berkeley, who conducted the NIE study of the distribution of Federal, State, and local funds for vocational education, concluded in their report:

> Sex inequality in vocational education programs continues to be a serious problem. Despite Federal legislation, most female vocational students continue to face serious hurdles to obtaining high-quality training and occupational opportunities.

At the same time, federally supported programs to promote sex equity have been given little support at the State level and have reached a relatively small number of LEA's. The final NIE study found that less than 1 percent of all State basic grant money in 1979 was spent for displaced homemakers, support services for women entering nontraditional voced, and child care.

The coalition therefore recommends that the existing provisions of the Vocational Education Act which authorize funds to be used to overcome sex discrimination and sex stereotyping be consolidated into a separate title, and that States be required to spend funds for one or more programs designated in the title.

The technological and scientific fields are the fastest growing occupational areas, but many of these jobs are already becoming sex stereotyped. Among technicians, for example, less than 25 percent were female in 1981, and less than 5 percent were minority women.

The coalition recommends that any provision of funds for high technology include two provisions to insure that such training is accessible to girls and women: One, that at least 10 percent of Federal and State matching funds for high technology should be designated for support programs to increase women and girls' access to high-technology vocational education; and two, that a high-technology cooperative education program which is targeted at women, minorities, the disadvantaged, and the handicapped should be established in every State to help those currently underrepresented in technical jobs to make the school-to-work transition.

The coalition supports efforts to direct more funds to the disadvantaged and handicapped. We are concerned, however, that available data on existing programs indicate that disadvantaged and handicapped women and girls are denied equal access to specially funded programs.

We recommend that States be required to assess the needs of disadvantaged and handicapped females and to develop procedures to meet these needs. Moreover, we urge Congress to authorize a special nationwide study of the participation of women and girls in programs authorized under the act for handicapped and disadvantaged students.

We share the national concern about the need to retrain adult workers displaced from declining industries and to provide training for the structurally unemployed. We urge that funds made available for these purposes include vocational education and counseling for displaced homemakers and single heads of household.

The requirement that State advisory councils on vocational education have an appropriate representation of women and minorities has significantly increased their participation on the State advisory councils. We urge that the requirements related to women and minorities' participation be retained.

We urge the retention of the vocational education data system and its requirement that data be collected by race and sex. We believe the system also should be required by statute to collect data on handicapped and disadvantaged students. Thank you, and I would be happy to answer questions.

[The prepared statement of Ms. Wells follows:]

STATEMENT OF

THE NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION

By Janet Wells
Federal Education Project
Lawyers' Committee for Civil Rights Under Law

On Behalf of:

National Women's Political Caucus
Project on the Status and Education of Women, Association of American Colleges
Girls' Clubs of America
Displaced Homemakers Network
Wider Opportunities for Women
Southern Coalition for Educational Equity
National Commission on Working Women
National Federation of Business and Professional Women's Clubs, Inc.
Women's Equity Action League
Office of Women in Higher Education, American Council on Education
National Student Educational Fund
United States Student Association
American Association of University Women
Project on Equal Education Rights, NOW Legal Defense and Education Fund
League of Women Voters of the United States

Before the

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
COMMITTEE ON LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

THE HONORABLE ROBERT T. STAFFORD
Chairman

March 3, 1983

Senator Stafford and members of the Subcommittee, I am Janet Wells of the Federal Education Project of the Lawyers' Committee for Civil Rights Under Law. My testimony today is on behalf of the National Coalition for Women and Girls in Education. Sixteen organizations participating in the Coalition have endorsed this statement, and we appreciate this opportunity to give you our recommendations on the reauthorization of the Vocational Education Act.

The Coalition was organized in 1975 because the Department of Health, Education and Welfare had not published regulations implementing Title IX of the 1972 Education Amendments three years after Congress passed the law making sex discrimination in federally funded education programs illegal. The Coalition succeeded in its efforts to get HEW to publish those regulations, and we have continued to work together and to add new organizations to our membership each year in a common effort to strengthen the enforcement of Title IX and other laws, such as the Vocational Education Act amendments of 1976, which were designed to overcome sex discrimination in education.

The implementation of Title IX was like the opening of a floodgate into the nation's professional schools and college career programs, many of which had maintained restrictions on women's enrollment if they admitted them at all. Between 1972 and 1981, women's enrollment in medical schools increased from 11 percent to 26 percent of the total students working towards medical degrees; in dental schools, from 2 percent to 17 percent;

in veterinary schools, from 12 percent to 39 percent, and in law schools, from 10 percent to 34 percent.[1] Many problems remain in professional education, but the enrollment gains of women in a number of traditionally male professional programs have been dramatic.

Progress in vocational education, on the other hand, has been far slower. Although substantial numbers of women and girls today enjoy opportunities for job training that were denied them before 1972, the percentage of females in the vocational education system learning skills traditionally associated with male jobs is still very low. Statistics provided by the Vocational Education Data System for the 1979-80 school year reveal that most programs preparing students for female-intensive jobs still have overwhelmingly female enrollments. For example, 91 percent of the students being trained as nursing assistants were female, as were 87 percent of those being trained as community health workers; 92 percent of those in cosmetology, and 92 percent of those being trained as secretaries. Conversely, women constituted only a fraction of those in many traditionally male courses of study--for example, 5 percent in electrical technology; 10 percent in electronics; 6 percent in appliance repair; 4 percent in auto mechanics; 4 percent in carpentry; 3 percent in electricity; 5 percent in welding; 4 percent in tool and die making, and 4 percent in small engine repair.[2]

"Self-reinforcing, Structural Discrimination"

Charles Benson and Gareth Hoachlander of the University of California at Berkeley conducted the study of the distribution of state, local and federal funds for vocational education for the National Institute of Education's Congressionally mandated study of vocational education. As part of that study, they analyzed student participation by race and sex in four states' vocational programs ranked in terms of expected wages. They concluded:

> The most striking feature . . . is the very high concentration of boys in programs with high wage opportunities and the correspondingly low concentration of girls. In all four states (California, Colorado, Florida and Illinois) over 35 percent of all boys enrolled in vocational education are enrolled in programs with the highest expected wages. In none of these states does the proportion of girls in these high wage programs exceed 11 percent. At the other end of the scale, from 33 percent of girls in Florida to over 50 percent of girls in Colorado are enrolled in programs with the lowest wage expectations. The pattern persists at the postsecondary level . . . where as few as seven percent and not more than 23 percent of women enrolled in vocational education are in programs with the highest expected wage levels. Similarly, from 34 to 41 percent of postsecondary female students are enrolled in the lowest programs compared to a range of 11 to 22 percent for men.[3]

Benson and Hoachlander concluded in their report, "Employers see few minorities, women, or handicapped students coming through the higher quality programs and remain suspicious of hiring them. The result is a kind of self-reinforcing, structural discrimination."[4]

Why do these patterns persist after more than a decade of federal efforts to eliminate sex discrimination in education? Two recently published studies by women's advocacy groups suggest the reasons.

The League of Women Voters Education Fund last year completed a study of sex equity in vocational education which was carried out by its own members in five states (Idaho, Iowa, Wisconsin, Pennsylvania and Massachusetts). They traced most of the problem to local educational officials and school personnel who "lacked an active commitment to sex equity and to encouraging and maintaining enrollment in nontraditional programs." They found little outreach to recruit women and girls into traditionally male programs and little information among guidance counselors about the changing work patterns of women. Where the schools worked with employers to find jobs for students, school personnel made insufficient efforts to ensure that students were hired without regard to their race or sex.

Although Title IX was 10 years old when the League study was undertaken, League members found a school district in Pennsylvania where girls were required to take nine weeks of shop and 27 weeks of home economics while boys were required to take nine weeks of home ec and 27 weeks of shop.

"These exploratory vocational requirements were an institutional example of one way women are discouraged from getting the prerequisites necessary for some nontraditional programs," said the League. "When questioned about this practice, the guidance counselors stated that they did not know it was illegal."[5]

Training for Different Occupations

This January, a coalition of New York City advocacy groups issued a report saying that the city has maintained a system of single-sex vocational high schools "virtually unimpeded" for more than 50 years.

"Today, most of New York City's vocational high schools can still be considered single-sex institutions," says the Full Access and Rights to Education (FARE) Coalition in Their Proper Place: A Report on Sex Discrimination in New York City's Vocational High Schools. "Eleven of the 21 vocational schools had enrollments in the 1981-82 school year that were 95% or more single-sex; four more were 90% or more sex segregated."

In addition, one school had only one female student, and one had none. Twelve of the schools were predominantly male, five were predominantly female, but FARE charges that even the token female enrollments in the predominantly male schools are deceptive. "Despite what the initial enrollment figures might suggest, only a handful of young women have ever graduated from New York City's predominantly male vocational/technical schools," says the report. "Female students drop out or transfer out of these schools prior to graduation for a whole host of reasons, and thus never do receive the vocational training they were seeking."

FARE also found that even within vocational high schools with more equal proportions of males and females, programs are largely sex-stereotyped and sex-segregated. Queens Vocational High School, for example, had an almost equal number of male and female students, but 86 percent of the girls were taking health, business or cosmetology courses.

"New York City's male and female students are, with few exceptions, educated and trained separately for different occupations," the report concluded.

Many of New York City's vocational high schools were established more than 50 years ago and designated for males or females.

FARE charges that the New York City Board of Education has never taken adequate steps to eliminate the single-sex character of the schools, that girls are not recruited for the traditionally male schools, and that they are discriminated against by various admissions procedures when they attempt to enroll in them. Moreover, the buildings themselves have never been adapted to accommodate female students and lack adequate bathrooms and gym facilities.

One of the report's most serious charges is that school officials have ignored or condoned the creation of a school environment in which girls feel unwanted and threatened. Female students in the traditionally male vocational schools told FARE sexual harassment and hostility towards them by male students are daily obstacles to their success and happiness in vocational education.

"Many young women report that their teachers condone the young men's antagonistic behavior and contribute to this harassment themselves," says the report. "Consequently, many female students feel that there is no 'authority figure' to whom they may turn for relief of the verbal and physical harassment they experience in school . . . . The general tolerance by school officials of the harassment the young women experience serves to sustain a frequently hostile school environment. By failing to challenge this discriminatory treatment, the schools themselves perpetuate the notion that girls are not welcome in the kinds of skilled trade programs these schools offer."[6]

Following the public release of the report, the New York City Board of Education said it agreed with most of the charges and that it would implement a plan--over a five-year period--to eliminate the violations cited. The same single-sex schools were also recently the subject of a state civil rights investigation instigated by the U.S. Department of Education under federal guidelines for the enforcement of Title IX in vocational education.

While New York City is in many ways not a typical American community, the manner in which it has maintained a vocational education system that is sex-segregated and sex-stereotyped while nominally open to both sexes is typical of many American school systems.

The continuing segregation by sex of students in vocational education means that girls and women are denied access to training for a variety of lucrative and challenging jobs--in New York's vocational high schools, for example, to computer programming, computer repair and maintenance, electronics, aviation technology, business equipment repair, and civil engineering drafting and surveying. In New York, as in most vocational systems, girls are concentrated in a smaller number of schools offering such traditional courses as cosmetology, dental office assisting, health careers, typing and practical nursing.

No one denies the value of traditionally female jobs--they are quite literally the backbone of American commerce and service industries. But when large numbers of persons are channeled into a limited number of jobs with the expectation that their pay will be lower, those jobs become ghettos in which low wages prevail.

The Changing Workforce

Most educators maintain that the dual vocational education system survives because of societal expectations about the role of women. As the FARE and League of Women Voters studies show, this is only partially true: it also survives because educators have done little to dispel public misconceptions about the nature of traditionally male work or to encourage female students to break out of the job ghettos which vocational education itself has helped to create. Moreover, society is changing much faster than vocational education. Consider these statistics:

- The number of female-headed households has more than doubled in the past 20 years, from 4.5 million in 1960 to 9.4 million in 1981.[7]
- The proportion of poor families maintained by women is increasing drastically. In 1981, 70 percent of poor black families, 50 percent of poor Spanish-origin families, and 39 percent of poor white families were maintained by women. Among them, these families included 7 million children.[8]
- 15 million women entered the workforce between 1971 and 1981.[9]
- Almost one million additional women will enter the workforce each year in the 1980s -- two-thirds of new entrants.[10]

In spite of the increasing economic need of women, they have remained trapped in low-paying jobs. Women's wages for full-time work still average only 60 percent of those of men--an actual decline since the 1950s. And indeed, the proportion of women and female-headed households living in poverty has burgeoned so astronomically in the past decade that a new term has been coined to describe it: the feminization of poverty.

Very little attention has been given to the effect of the current recession, or depression, on female heads-of-household.

The unemployment rate for women who maintain families was 13.2 percent in January, the highest for any adult group and almost double that of married men. Moreover, while the unemployment rate for other groups fell between December, 1982, and January, 1983, it remained the same for female heads-of-household.[11]

In its consideration of new jobs bills to alleviate current unemployment, Congress came close to ignoring the unemployment of women. The overwhelming emphasis has been on the creation of infrastructure re-building and highway jobs, although less than 2 percent of the nation's construction workers are female and less than 6 percent of female vocational students are enrolled in the construction trades.

The effect of discrimination against women in education, job training and employment is well-documented. But what about the effect on the economy?

Pat Choate, in a report for the Northeast-Midwest Institute called Retooling the American Work Force: Toward a National Training Strategy (July, 1982), points out that the growth of the American workforce is slowing dramatically as the "baby boom" generation matures. He notes that women are the major source of new workers in the 1980s--two of every three new workers--but that no institution "has integrated women fully into its professional, managerial, technical and production jobs. Completing this process must be a major item on the nation's economic and social agenda over the remainder of the 1980s . . . . Specific programs are required to recruit, train, and place adult women in occupations that are nontraditional for their sex. Techniques for such programs have been created and can be replicated."[12]

Impact of the 1976 Amendments

The Vocational Education Act amendments of 1976, of course, were designed to do what Choate recommends--to help end the segregation of women in vocational training and to institute programs "to recruit, train, and place adult women [as well as girls] in occupations that are nontraditional for their sex." How well did they succeed?

In their "Descriptive Study of the Distribution of Federal, State, and Local Funds for Vocational Education," Charles Benson and Gareth Hoachlander concluded, "In short, these survey results [from a 15-state sample] indicate that the sex inequality in vocational education programs continues to be a serious problem. Despite federal legislation, most female vocational students continue to face serious hurdles to obtaining high quality training and occupational opportunities. At the same time federally supported programs to promote sex equity have been given little support at the state level and have reached a relatively small number of LEAs."[13]

The key to Benson and Hoachlander's statement, which we believe sums up the status of sex equity in vocational education very well, is in the last sentence: federally supported programs to promote sex equity have been given little support at the state level and have reached a relatively small number of LEAs.

Specifically, they found that only about one-fifth of secondary and two-fifths of postsecondary LEAs they sampled reported that they had organized special activities to overcome sex discrimination and stereotyping. Of the 15 states they studied, Benson and Hoachlander reported, "The states which did expend funds usually spent small amounts. None of the states reported spending more than one-half of one percent for these purposes."[14]

The final NIE vocational education study, published in September, 1981, found that less than 1 percent of all state basic grant money was spent for the services cited above. Only 0.2 percent of state and local matching funds went for these activities. Moreover, seven states accounted for almost two-thirds of the funds spent for sex equity. NIE used the terms "paltry," "token" and "symbolic" to describe states' efforts to comply with the 1976 amendments.[15]

That states elected to spend so little on overcoming sex bias and providing equal opportunities for women and girls in vocational education is unfortunate because several studies have shown that in states where there was a significant effort to comply with the VEA's purposes and in schools where programs such as Pat Choate recommends were undertaken, significant enrollment changes did occur.*

Indeed, we have found that in areas where the VEA amendments of 1976 required states to take actions to overcome sex bias or benefit women, they were extremely successful:

- Sex Equity Coordinator. The VEA amendments provided every state with a minimum of $50,000 to employ at least one person to work full time towards achieving the law's sex equity purposes. Although there are perhaps half a dozen states today evading the requirement (i.e., their sex equity coordinator does not work full time on sex equity), the law succeeded in doing what its framers intended: creating expertise and leadership for change in each state department of education. In a recent report on state compliance with civil rights guidelines for vocational education, the director of the Denver regional Office for Civil Rights told OCR headquarters, "Our own experience is that generally Sex Equity Coordinators are, indeed, the strongest civil rights specialists on state staffs, are the most in touch with issues, and are the most prepared for on-site review assignments."[16] Advocates for women throughout the country report that the sex equity coordinators' work has been critical to the law's success in many areas, including advocating funding for sex equity programs (often from non-VEA sources, such as CETA); creating an awareness among state and local educators of sex bias in their programs; involving advocates for women in state plan hearings, and devising programs and strategies to increase the enrollment of women and girls in nontraditional vocational programs. The sex equity coordinator is, in addition, a strong symbol at the state level of the federal government's commitment to overcoming sex discrimination in vocational education.

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*See Sherman, Renee, Achieving Sex Equity in Vocational Education: A Crack in the Wall (League of Women Voters, 1982); Harrison, Laurie R., and Dahl, Peter R., Vocational Education Equity Study (American Institutes for Research, April, 1979), and Increasing Sex Equity: The Impact of the 1976 Vocational Education Amendments on Sex Equity in Vocational Education (National Advisory Council on Vocational Education and National Advisory Council on Women's Educational Programs, December, 1980).

- State Advisory Councils. The amendments required an "appropriate representation" of women and minorities on state advisory councils on vocational education. Even with negligible enforcement by the Office of Vocational and Adult Education, women's participation on SACVEs increased from 14 percent in 1976 to 35 percent by 1980.[17]

- Displaced Homemakers. The law required states to assess and meet the needs of displaced homemakers and other single heads of household, but it left the amount of VEA and state and local matching funds to be spent for those purposes to state discretion. While some states met the requirement by setting aside a dollar and none expended enough to meet the critical needs of the millions of women without job skills, far and away the most money spent on equal opportunities for women was in this category. A Federal Education Project survey last September yielded responses from 24 states about their expenditures for sex equity. Of those, 23 had budgeted a total of $2.6 million in FY 1983 for displaced homemaker programs. Only 15 of those states, on the other hand, had budgeted funds for grants to overcome sex bias (for a total of $1,199,211) and only nine planned to spend VEA dollars on support services for women in nontraditional programs (for a total of $234,859). Seven of the 24 states would spend no sex equity funds except for the mandated support of the sex equity coordinator and for displaced homemakers.[18]

Weaknesses of the 1976 Amendments

Clearly the 1976 amendments have had a significant impact in many places and on many lives. Why is the quantitative record, however, so poor? There are several reasons:

- Commitment to students' participation in nontraditional vocational education and to providing supportive services for special groups such as displaced homemakers is still weak in many of our state and local educational agencies. As NIE noted, "Historically, Federal objectives in education have centered on ends that were not at the forefront of concern in most States, as, for example, in the recent case of overcoming sex bias and sex stereotyping and earlier with research and curriculum development."[19]

While we may fault state and local officials for their lack of foresight and concern about the economic well-being of women, we should not forget that until 1972, when Congress passed Title IX of the Education Amendments, the federal government itself was content to fund vocational education programs which were almost entirely segregated by sex. As the history of racial desegregation has shown, patterns of discrimination and separation don't die easily. It takes time and a strong continuing commitment at the federal level to bring about real change.

- Federal enforcement has been poor. The Office for Vocational and Adult Education and its predecessor, the Bureau of Occupational and Adult Education, have been exceedingly reluctant to carry out their VEA enforcement responsibilities in a firm and consistent manner. In its report on Increasing the Earnings of Disadvantaged Women, the National Commission for Employment Policy concluded that the major barrier to overcoming sex-segregated enrollments "appears to be lack of enforcement of the legislation currently in place."[20]

- The law itself is very permissive. The NIE study concluded of the sex equity provisions of the 1976 amendments: "much is authorized, little is required." It went on to say, " . . . (W)hile the 1976 amendments strengthened some of the equity instruments in the VEA, they also continued to give the States a great deal of discretion over whether or not they would further this goal of the law. Technically speaking, then, States and localities could be in compliance with the letter of the law while choosing to ignore its intent."[21]

- There has been a reduction in funds for education at the federal and state and local levels. The decline in federal funding for vocational education has been accompanied by cutbacks at the state level caused by the decline in economic growth and taxpayer revolts. NIE noted, "Under conditions of financial austerity, when program maintenance becomes a primary concern, States are far less likely to use Federal funds for special needs students or to mount new programs, for example--in short, for objectives central to Federal policy."[22]

Federal Effort Must Be Continued

The National Coalition for Women and Girls in Education was strongly committed to the Vocational Education Act sex equity amendments when they were passed in 1976. We are strongly committed to them today, and we agree with statements that were made to the House Subcommittee on Elementary, Secondary and Vocational Education in December, 1981, when 23 individuals urged the Congress to continue and strengthen the effort it had initiated in 1976:

> "Our work has convinced us that the need to retain the focus on the elimination of sex discrimination and sex bias is critical. Clearly, statistics reveal that before the Act women were disproportionately concentrated in a few vocational areas, and generally those with a poor earnings future, but that in Connecticut, we have seen slow, but steady progress during the course of the implementation of the 1976 Amendments. Although I will argue that Connecticut's statistics indicate that the Amendments have had a positive impact, the current continuation of the lower economic opportunities for women and the apparent segregation of the labor market call for renewed efforts in these areas." Susan Bucknell, executive director, Connecticut Permanent Commission on the Status of Women.
>
> "Perhaps Michigan has been a typical state regarding our accomplishments related to achieving sex equity as measured by enrollment data. Certainly we have not achieved this goal nor the goals of PEER to truly eliminate barriers to equal options and opportunities for both girls and boys in education. However, our state is currently involved in many activities which we hope will bring our vocational program closer to this goal. Most of these activities have been undertaken because of the federal requirements of the Vocational Education Act." Elizabeth Giese, director, Michigan Project on Equal Education Rights (PEER).

> "Overall, attitudes are changing. Progress is being made. But it takes time to develop a structured effort which will ensure equal opportunities for both young men and young women in their personal career choices. In New York State a firm foundation, based on solid and meaningful goals, has been laid for that purpose by some very dedicated and capable people. It will grow and become more valuable with time if it is allowed to be an integral part of vocational education." June Hubner, occupational equity project director, New York State.

COALITION RECOMMENDATIONS

The lesson of the 1976 Vocational Education Act amendments is that what was required was usually implemented, and where it was implemented well, it worked. Based on the experience of the 1976 amendments, the National Coalition for Women and Girls in Education calls on Congress to continue the sex equity initiative in vocational education and to strengthen the mandate to the states to overcome sex discrimination and sex stereotyping in all their vocational education programs.

Declaration of Purpose

A primary purpose of federal funding for vocational education should be the provision of resources and incentives for state and local education agencies to eliminate historic patterns of discrimination and stereotyping which have limited the educational and occupational opportunities of certain segments of the population -- women, racial and ethnic minorities, the disadvantaged and the handicapped. This purpose includes assuring equal access to existing programs and facilities, supporting the provision of new programs in such economically depressed areas as inner cities, where minorities and the poor are underserved, and funding special instructional and supportive services when they are needed to assure underserved populations' entry into and success in vocational education (including nontraditional programs). Experience has demonstrated that without a strong federal role, there are few efforts to meet these needs.

Therefore, it should be a purpose of the Vocational Education Act to authorize grants to states to assist them to develop and carry out such programs of vocational education within each State so as to overcome discrimination and stereotyping on the basis of sex, race, national origin, age, income or handicapping condition in all vocational education programs in the State, and thereby furnish equal opportunities in vocational education.

Uses of Federal Funds

In spite of a statement of purpose that suggests federal funds should play a special and nationally significant role in vocational education, VEA funds have been largely used for general support -- in many cases for programs whose value to the national economy and the students enrolled has often been questioned.

Therefore, the Coalition believes that federal funds for vocational education should be used to meet a limited number of federal purposes, including providing equal access and opportunities for women, racial and ethnic minorities, the handicapped and the economically disadvantaged; supporting adult re-training, including vocational education for displaced workers, displaced homemakers and single heads of household; providing supportive services for those who need special assistance to enroll and succeed in vocational education; improving programs in economically disadvantaged areas, and encouraging the development of programs to train vocational teachers, counselors and students for new technologies and high-growth industries.

Personnel Working Full Time on Sex Bias Issues

The requirement that every state use at least $50,000 of its basic VEA grant to support at least one professional staff member working full time on sex equity is the most successful and only mandatory sex equity expenditure of the 1976 VEA amendments. It should be retained.

Congress required states to assign full-time sex equity personnel because it recognized that sex discrimination in vocational education would not be eliminated without strong state leadership and technical ability, and that such leadership would not be developed without federal support. The strategy has proved eminently successful while similar federal efforts to create civil rights leadership and expertise at the state level have failed -- because the government did not establish that the personnel must work full time on the issues or provide federal resources to support their work. Title IX coordinators required by the 1972 Education Amendments to coordinate educational agencies' efforts to eliminate sex discrimination and civil rights coordinators required by the Office for Civil Rights' 1979 vocational education guidelines have generally experienced high turnover and had other primary responsibilities.

Therefore, the Coalition recommends that the new Act specify:

a. Any state desiring to participate in the programs authorized by the act shall employ at least one person to work full time to assist the state in fulfilling the purposes of the act with regard to overcoming sex discrimination and sex stereotyping and carrying out programs to eliminate the barriers women face in obtaining job training and employment.*

b. From the funds appropriated for the act, each state shall expend not less than $50,000 in each fiscal year to carry out the functions of the personnel working full time on sex equity.

c. The responsibilities of the full time-personnel shall include the nine functions set out in section 104(b)(1) of the Vocational Education Act amendments of 1976.

d. The functions shall be amended to include the provisions that the sex equity coordinator shall approve all grants made under the act related to overcoming sex discrimination and sex stereotyping and carrying out programs to eliminate barriers women face in obtaining job training and employment and that the coordinator may administer any or all such programs.

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* A slight change in language from the 1976 amendments is necessary to clarify Congress' intent that the sex equity coordinator work full time on sex equity functions described in the act. In the fall of 1981, the Office of Vocational and Adult Education proposed that the regulations be amended to allow the personnel to work less than full time.

Grants to Overcome Sex Bias and Provide Supportive Services for Women

When Congress amended the Vocational Education Act in 1976, it authorized funds for a variety of programs to eliminate sex discrimination and stereotyping and to provide supportive services to certain groups, including displaced homemakers and single heads of household, who face special barriers in obtaining job training and in entering the workforce. The amount of funds expended for these programs is discretionary, and the National Institute of Education study of vocational education, mandated by the 1976 amendments, concluded that most states had set aside only "paltry sums" for sex equity and made only a "token gesture" towards displaced homemakers. Less than 1 per cent of all state basic grant money in 1979 was spent for displaced homemakers, support services for women entering nontraditional vocational education, and child care. The major fault of the 1976 amendments, NIE concluded, was that where equity was concerned, "much was authorized, little required."

The existing provisions of the Vocational Education Act amendments of 1976 which were designed to overcome sex discrimination and sex stereotyping in vocational education should be retained, with minor modifications, and consolidated into a separate title as "Grants to Overcome Sex Bias and Provide Supportive Services for Women." Because of the severe economic disadvantages of women and female-headed households and because states have not voluntarily authorized significant sums of money to promote equal opportunities for women, the Coalition recommends that:

Expenditures under this title be mandatory and reserved for:

a. vocational education, counseling and supportive services for displaced homemakers who must make a transition from work in the home to paid employment.

b. vocational education, counseling and supportive services for single heads of household lacking job skills, teen-age parents, women offenders, older women and others who suffer economic hardship due to sex bias and discrimination in education and employment or because of their failure to find permanent or adequate financial security in their traditional roles as homemakers, parttime workers or employees in jobs traditionally held by women.

c. support services for women who enter programs designed to provide training for jobs which have traditionally been held by men, including recruitment designed to increase women's awareness of such jobs, counseling designed to help them succeed in nontraditional employment, and job placement.

d. day care services for children of students in secondary and postsecondary vocational programs.

e. experimental, developmental and pilot programs to overcome problems of sex bias and sex stereotyping.

f. development of curriculum and guidance and testing materials designed to overcome sex bias and support services designed to enable teachers to meet the needs of individuals enrolled in vocational education programs traditionally limited to members of the opposite sex.

g. vocational guidance and training designed to acquaint guidance counselors with the changing work patterns of women, ways of effectively overcoming occupational sex stereotyping, and ways of assisting girls and women in selecting careers solely on their occupational needs and interests and to develop career counseling materials which are free of sex stereotyping.

h. grants to support activities which show promise of overcoming sex stereotyping and discrimination in vocational education.

High Technology Programs and Work Experience

Experts have identified technological and scientific fields as the fastest growing occupational areas during the next decade. For example:

- The demand for computer repair technicians is expected to show a 147% growth rate between 1980 - 1990;

> Systems analysis, applications programming and computer operations are expected to show a 70% increase during the same period;

Currently women -- especially minority women -- play a minor role in the high growth occupations. Among technicians, for example, while there were 169,000 males in 1981, there were only 48,000 females, according to the Bureau of Labor Statistics. This is less than 25%. Less than 5% were minority women. Similar statistics exist for computer specialists and engineers.

A small number of girls, women, and minorities is currently enrolled in vocational education programs which prepare students for technological careers or other high growth industries. For girls and women students, the problem of entrance into these new fields is complex: sex stereotypic elementary education which leads few girls to enroll in math and science courses which would prepare them to enter technological training; the lack of female role models in science and technology instruction; inadequate career counseling linking school curriculum to technical jobs, and lack of support services (i.e., child care and transportation) in vocational-technical schools, prohibiting access for adult women to appropriate training. Issues of occupational segregation, sex bias, female poverty, and the automation of many traditional female jobs make the access of women to solid science and technology training an important and urgent national educational goal.

The clustering of women in jobs which are neither well-paying nor provide career ladders has been altered little by the vocational education programs of the past six years, even though sex equity has been a goal of the Vocational Education Act. A more comprehensive approach is needed. The Coalition recommends that any provision of funds for high technology in the new Vocational Education Act be accompanied by two provisions to ensure that such training is accessible to girls and women:

1) Access to Programs. Not less than 10 percent of federal monies designated for high technology shall be set aside and matched by the states to fund support programs to increase women and girls' access to high technology vocational education programs. Programs funded under this part may be operated by secondary or postsecondary institutions offering vocational education; community-based organizations; employers, and other appropriate agencies and institutions and may include:

a. recruitment of girls and women for high technology training programs.

b. guidance, counseling and other programs to introduce girls and women to high technology occupations, local labor markets, and national employment trends.

c. occupationally related math, science and technical training to prepare women and girls for high technology vocational programs.

d. training and re-training for female vocational instructors to increase their numbers and to update technological skills.

e. training of counselors to enhance their skills in guiding girls and women into high technology jobs.

f. pilot programs designed to improve access for girls and women to technical jobs and training.

2) Cooperative Education Program. In order to further encourage the preparation of under-represented populations of students to enter high technology occupations and to effectively make the school to work transition, the Coalition recommends the development of a targeted cooperative education program within any high technology Vocational Education Act provision. The Coalition recommends the establishment of a program:

a. that is mandated in every state which participates in the federal high technology provisions of the Vocational Education Act.

b. administered at the state level, with activities at the secondary and postsecondary level.

c. targeted at girls and women, minorities, the disabled, and other special populations under-represented in high technology training and jobs.

d. funded through a mix of federal, state, and other funds, including employer contributions or Job Training Partnership funds.

e. that mandates sex equitable services as a requirement of the program.

f. that provides allowances for support services for those students who could not otherwise participate (i.e., transportation, child care services).

Handicapped and Disadvantaged Programs

The Coalition supports efforts to direct more Vocational Education Act funds to the disadvantaged and handicapped. It is concerned, however, that enrollment statistics for existing programs (where available) consistently reveal that disadvantaged and handicapped girls are significantly underrepresented in regular program enrollments and as recipients of special services. There is strong evidence that girls and women are not being identified among the handicapped and disadvantaged populations needing vocational education and supportive services, and there has been no consistent national effort to determine why they are underrepresented or to identify and meet their special needs. Because the highest national poverty rates are among women and female-headed households, these trends cannot be permitted to continue.

Therefore, the Coalition recommends:

States receiving funds to provide vocational education for special population groups shall:

a. file a state plan which includes a statewide assessment of the needs of handicapped and disadvantaged women and girls which keep them from enrolling and succeeding in vocational education.

b. include in their state plan procedures which will be used to increase enrollments of disadvantaged and handicapped females in vocational education and meet the needs identified in the statewide assessment.

c. file an assurance with the Department of Education that there will be no discrimination on the basis of sex in the provision of services under this part.

The Coalition also urges Congress to authorize a study to be made of the participation of women and girls in programs authorized by the Vocational Education Act to enable disadvantaged and handicapped students to participate and succeed in vocational education. The study shall include:

a. data from a sample of states on the percentage of females within racial categories in special, federally funded vocational education programs for the handicapped and disadvantaged

b. an assessment of the kinds of services being offered to disadvantaged and handicapped females with federal funds

c. an assessment of services which may be needed which are not being provided, including supportive services

d. an evaluation of the needs assessments used to identify handicapped and disadvantaged students for special services and the adequacy of those needs assessments.

Adult Re-training (Displaced Workers and Displaced Homemakers)

There is tremendous national concern about the need to retrain persons displaced from declining industrial jobs. While the need for re-training of displaced workers is critical, it threatens to over-shadow long-standing concerns about the needs of the chronically unemployed and underemployed and the 4 million displaced homemakers, 75 per cent of whom are over 40, who are forced by economic need to enter the workforce in middle age.

Funds should be made available for adult vocational re-training, and:

Funds made available for these purposes shall include provision of:

a. vocational education and supportive services for persons who were formerly homemakers but who, because of the death or disability of their spouses or because of separation or divorce must seek employment;

b. vocational education and supportive services for persons who are single heads of household responsible for the financial support of dependent children or adults.

State Advisory Council on Vocational Education

The provision in the 1976 amendments that state advisory councils on vocational education have an "appropriate representation" of women and minorities was one of the most successful sex equity requirements of the act. Women's representation on SACVEs rose from 14 per cent in 1975 to 36 per cent in 1980.

The requirement for an "appropriate representation" of women and minorities on state advisory councils should be retained. Appropriate representation should be defined in the law's definitions as membership proportionate to their representation in the state's population or workforce.

Vocational Education Data System

The Vocational Education Data System has become a critical data base upon which to measure the progress of federal efforts to overcome sex and race discrimination in vocational education. It is a data base upon which states themselves are increasingly reliant to detect sex stereotyping and illegal discrimination in local vocational education programs and schools. The system is now almost fully operational and should be retained.

The Vocational Education Data System should continue to collect data on all vocational programs by race and sex, and it should be given a statutory mandate to collect data by handicap and economic disadvantage.

Again, we thank you for the opportunity to present our views. I will be happy to answer any questions.

FOOTNOTES

[1] National Advisory Council on Women's Educational Programs, Title IX: The Half Full, Half Empty Glass (Fall, 1981), p. 30

[2] Vocational Education Data System, Enrollment by Sex and Instructional Program: 1979-80

[3] Benson, Charles, and Hoachlander, Gareth, Descriptive Study of the Distribution of Federal, State and Local Funds for Vocational Education (University of California, Berkeley, September 1981), p. 291

[4] Ibid., p. 332

[5] Sherman, Renee, Achieving Sex Equity in Vocational Education: A Crack in the Wall (League of Women Voters Education Fund, 1982)

[6] Friedman, Ruth, and Huling, Tracy, Their "Proper" Place: A Report on Sex Discrimination in New York City's Vocational High Schools (Full Access and Rights to Education Coalition, December, 1982)

[7] National Commission on Working Women

[8] U.S. Department of Labor, 20 Facts on Women Workers (1982)

[9] Ibid.

[10] Choate, Pat, Retooling the American Work Force: Toward a National Training Strategy (Northeast-Midwest Institute, July, 1982), p. 6

[11] U.S. Department of Labor, Selected Unemployment Indicators (January, 1983)

[12] Choate, ibid.

[13] Benson, p. 234

[14] Ibid., p. 232

[15] National Institute of Education, The Vocational Education Study: The Final Report (U.S. Department of Education, September, 1981), p. VIII-25

[16] Memorandum from Gilbert D. Roman, director of the Office for Civil Rights, Region III, to OCR headquarters, December 3, 1982

[17] Unpublished study, Federal Education Project, Lawyers' Committee for Civil Rights Under Law

[18] Unpublished study, Federal Education Project, Lawyers' Committee for Civil Rights Under Law

[19] NIE, The Vocational Education Study, p. IX-16

[20] National Commission for Employment Policy, Increasing the Earnings of Disadvantaged Women (January, 1981), p. 62

[21] NIE, The Vocational Education Study, p. VIII-24

[22] Ibid., IX-16

Senator STAFFORD. Thank you very much, Ms. Wells. We doubly appreciate your succeeding in condensing 26 pages into 6 minutes. That always pleases somebody from northern New England, you know.

The last witness this morning will be Michael Van Leesten, who, I will repeat, is the executive director of the Rhode Island Opportunities Industrialization Center in Providence.

I note that I have a 12 date. I might say, Mr. Van Leesten, that it is with John Chafee of your State, who shares with me some of the responsibilities for the Environment and Public Works Committee and EPA, which has been taking too much of our time lately.

We would be very happy to hear you now, Mr. Van Leesten.

Mr. VAN LEESTEN. Thank you, Mr. Chairman. My name is Michael Van Leesten. Thank you for annointing me with a doctorate degree, Mr. Chairman. I will accept anything I can get at this point.

I am here on behalf of the 120 OIC's around the country, the organization that was spawned and created by Rev. Leon Sullivan, and he sends his greetings to you.

First of all, I want to thank you for inviting me to testify regarding the needs of special populations requiring service through the Vocational Education Act. I will speak of the needs of urban blacks, but much of what I say is relevant, I think, to the situation of other minorities and to the urban poor generally. I will not reiterate the disproportionate levels of poverty, educational disadvantage, and other indicators of social distress that afflict blacks, other minorities and the urban poor.

I remember the last time I was here testifying, I did not need glasses, Mr. Chairman.

I am sure that you know the sad situation, sad statistics, and other witnesses today will provide further documentation. I would like rather to look at future trends in the American economy and society, and discuss the effect of these changes on the educational needs of blacks and other low-income residents of the central cities, and to state the case for community-based involvement in service delivery.

I would suspect that Tony Gomes, of SER, if he were here today, might even address this particular issue as well.

Senator STAFFORD. I might say we will put his statement in the record as if he had been here.

[The prepared statement of Mr. Gomes follows:]

JOBS FOR PROGRESS, INC.

National Headquarters:
1355 River Bend Drive
Dallas, Texas 75247

TESTIMONY

ON THE FEDERAL GOVERNMENT'S ROLE IN VOCATIONAL EDUCATION

PRESENTED TO

THE SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES
COMMITEE ON LABOR AND HUMAN RESOURCES
UNITED STATES SENATE
WASHINGTON, D.C.
MARCH 3, 1983

SUBMITTED BY: ANTHONY GOMES, VICE PRESIDENT FOR POLICY DEVELOPMENT

SER - JOBS FOR PROGRESS, INC. ☐ 318 4th Street, N.E., Washington, D.C. 20002 telephone (202) 546-6700

March 3, 1983

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The Honorable Robert T. Stafford
Chairman
Subcommittee on Education, Arts,
and Humanities
Committee on Labor and Human Resources
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

We greatly appreciate this opportunity to submit the views of SER-Jobs for Progress, Inc. on the important issue of the role of the Federal Government in our Nation's vocational educational system.

It would first seem appropriate to introduce the organization which I represent, SER-Jobs for Progress, Inc. This non-profit, voluntary, Hispanic community-based organization, was initiated in 1964 by the League of United Latin American Citizens and the American G.I. Forum, the two oldest and largest civic associations in the Hispanic American community. During these 17 years, SER-Jobs for Progress, Inc. has provided job training and employment placement services to nearly 1 million unemployed, economically-disadvantaged American workers, most of them high-school "drop-outs." We provide these services in our training centers in nearly 100 cities across the United States, with the assistance of community volunteers, corporate contributions, and contractual arrangements with local and state government agencies.

In an era when the role of our national government in a number of programs is being questioned, it would also seem appropriate at this time to re-emphasize the legitemacy of the involvement of Washington in vocational education.

Possibly better than anyone else, the National Commission for Employment Policy has addressed this issue. The Commission recently stated that legitimacy in terms of efficiency, equity, and economics of scale.

The Commission states that federal government intervention is necessary to obtain an equilibrium between supply of skilled workers and the demands of the labor market.

Equity is perceived by the Commission as the need for our country's highest public institution - the Federal Government - to promote a more equitable distribution of resources to all areas of the Nation and to all groups in the population.

And economics of scale refers to the need for federal resources to be allocated for research and experimental programs which could not be as cost-effective if conducted on a state-by-state basis.

Today, this Subcommittee is particularly interested in reviewing the progress made by the vocational education system in serving Special Population groups of our society. Given our specific interest in Hispanic Americans, and particularly in increasing their chances at successful entry into the labor force, we are carefully watching the performance of the vocational education systems in providing services to young Hispanics, the types of programs offered to them, and the relationships between these services and the attainment of jobs in the professions for which they were trained.

At the secondary level, there is evidence that Hispanics are participating in vocational education programs at a rate at least equal to their percentage in the population. While there is a possible danger of some "tracking" of Hispanic students in some states into professions considered "less desirable," the options to enter vocational education programs are clearly being made available to these students throughout the country.

While there is very little evidence that graduates of secondary-level vocational education programs have a higher chance than others at getting jobs, there is evidence that for one particular professional cluster, Secretarial, and for one particular group, Hispanic Females, these graduates do very well in the labor market.

Overall, however, like other graduates of secondary-level programs, Hispanics do not fare any better - in the long run - than those individuals entering the labor force without these programs.

More importantly still, are the statistics on post-secondary programs, for these offer the best chances for their graduates at successful entry into the labor force. And in these programs, unfortunately, Hispanics are grossly under-represented.

In California, for instance, where Hispanics comprise nearly 25% of the population, only 10% of them get a chance at entering a post-secondary vocational education program. In states such as Florida, Illinois, and Colorado, the record is even more dismal.

It is such a record that we hope this Subcommittee will help change!

Recognizing the increased limitations placed on the federal financial participation in vocational education, and recognizing the particularly positive results of post-secondary programs, while also keeping in mind the tremendous under-representation of Hispanics (and other Special Population groups) in these programs, SER-Jobs for Progress, Inc. proposes that more emphasis be placed on support of these activities than those at the secondary level. We further recommend that all federal monies used in the post-secondary programs be used for occupation-specific training relevant to the needs of local and state labor markets.

Accordingly, we propose that national vocational education legislation continue basically divided in two areas: 90% of all federal resources should be allocated for programs at the local and state levels; and the other 10% of the funds should be used for national projects. In addition, we recommend that the funds be budgted according to the following formula:

A. State Programs

% of State Allocation	Program Activity
25%	Programs for disadvantaged and limited English persons (with no less than 1/2 of funds for post-secondary vocational education).
25%	Special "non-traditional" job training programs for women.
35%	Post-secondary programs (at least 1/2 of these funds for economically-disadvantaged students).
5%	Assessment of labor market needs and evaluation of local programs.
5%	Coordination with other vocational training institutions.
5%	Program improvement costs.

B. National Programs

% of Allocation	Program Activity
30%	Labor market research, job forecasting, research and dissemination.
30%	Evaluation of state programs.
40%	Experimental programs for Special Populations

We further recommend that, in order to strengthen its role as promoter of equity, the federal government require that each state submit a plan, prior to receiving its allocation, detailing how Special Populations will be served. Such plan should include percentages of participation ratios to be achieved (at least comparable to distribution among the population) in terms of race, ethnicity, sex, and handicaps. Distribution of vocational education funds must be tied to successful attainment of such plans.

Further, funds to state programs should be distributed on the basis of a formula which takes into account the percentages of economically-disadvantaged peoples in the state, that of the population between 16 and 25 years of age, and of women in the state. Teenage unemployment rates should also be used as an adjustment factor. In turn, re-distribution of these funds to sections of each state, must be accomplished using the same formula.

One additional point must be made in regards to the need to increase the participation of "Special Populations" in vocational education programs and that is the inclusion of their Community Based Organizations - particularly those with experience in the job training area - as partners in tasks at hand. In another similar system, that of Employment and Training, there was a dramatic increase in the participation rates of "Special Populations" once Community Based Organizations became a part of the system, as mandated by the Comprehensive Employment and Training Act (and now by the Job Training Partnership Act).

In this regard, a recent report of the National Center for Research in Vocational Education entitled "Building Partnerships: CBOs...CETA...and VOC ED," stated: "... united, Vocational Education and CBOs can make a difference in the eighties...so that services to the disadvantaged minorities will make a difference."

We greatly appreciate the opportunity to submit these views to this Subcommittee and offer to collaborate in the processes designed to improve the vocational education system of our Nation.

Sincerely,

Anthony Gomes

Anthony Gomes
Vice President for Policy Development

Mr. **Van Leesten**. We are all aware that American society is undergoing a massive transformation. The brilliant futurist and social analyst, in his book "Megatrends," John Naisbitt, describes America's transition from an industrial society to an information society. Consider some of the facts that he cites.

Fifty to seventy-five percent of America's factory workers could potentially be displaced by robotics within the next 20 years. The potential application market for microprocessor technology is estimated to be 38 percent of the entire current world economy.

Information processing jobs—programers, teachers, bureaucrats, et cetera—make up 60 percent of the work force of the United States. There are now more Americans employed in university education than in agriculture.

We are not becoming an information society; we have become one. We see the evidence of this in the more than 10,000 computer stores that have sprung up across the country. We see it also in the closed factories and long lines of jobless workers who thought that they possessed a skill that would always be in demand.

We do not yet know the full implications of the effect of the cumputer, the communications satellite, and the robot on our life and work, but we know that a revolution is upon us and that the pace of change can only accelerate.

What does this technological economic revolution mean for educational policy, and particularly for the education of blacks and the poor? The problem for educators can be brutally and simply stated. The American educational community must simultaneously reverse the disastrous decline in its overall performance that has characterized it for the past 30 years, while at the same time inventing the techniques, curricula, and forms of organization that will equip it for three enormous tasks: first, to reeducate at least 30 percent of America's adult work force; second, to prepare America's primary, secondary and postsecondary students to function in a workforce where most of the job opportunities will be in high-technology and information-oriented industries; third, to educate or reeducate the millions of unemployable or marginally employed adults and youth who now make up the permanent underclass of urban America.

Each of three tasks is an imperative of the technological and economic revolution that is taking place in America today. Tens of thousands of American workers are going to lose their jobs to machines, and this is a fact. It is happening now, and in the near future it will increase explosively. These workers must be retrained, and there is no broadly based and effective mechanism to do this job.

Hundreds of thousands of workers are undereducated for the jobs that they now hold. Basic education skills deficiency in the workplace is a major emerging problem. Over 300 major corporations have been forced to institute remedial programs to improve the reading and writing competence of their workers so that they may keep pace with the minimal requirements of informational technology.

The problem of the obsolete worker and the undereducated employee must be grappled with immediately, but they are also symptomatic of the obsolescence of our entire public education system.

And I just do not take a wild swing at that, Mr. Chairman. I was a former public school teacher and I served on our State board of regents for 7 years.

The modernization of the entire educational establishment is the second great challenge facing education today. In addition to salvaging the obsolete worker and completely modernizing our education system, we must invent the means to educate the millions of urban poor whose academic and vocational skills deficiencies made them unemployable in the industrial workplace and who are in danger of becoming hopelessly excluded from the emerging high-technology, information-oriented economy.

Remedial education and vocational training services for the very poor have not been remarkable for their success. Despite our efforts, there are 20 million functional illiterates in our society. Millions of others are jobless or trapped in menial employment because they are without a skill. Now we must integrate these excluded Americans into an economy whose entrance requirements have increased enormously.

The creation of a vocational education system that can bring these millions of marginalized Americans into our changing economy is the task facing you as you consider vocational education for special populations. It is, I think, the most difficult task facing American education today, and it must be undertaken in the sober realization that many of our past efforts have been half-hearted and that the rapid pace of change makes our future efforts enormously more difficult.

Let me suggest some ways in which the Federal-State vocational education system can better meet the needs of chronically unemployed urban Americans. First, recognize the scale and difficulty of the problem that faces you. The so-called structurally unemployed number in the millions and their numbers are growing as the changing economy marginalizes more and more workers.

The scale of this problem mandates a Federal response. It is not now fashionable to call for new Federal initiatives, but some problems simply cannot be solved without strong Federal action. And I would say that I do not use this as a substitute for local initiatives. I think the local initiative has to take place; it is vitally important to the process, but it has to be combined with a strong Federal response to this very, very serious national problem. We are not going to carry through the massive job training effort required to help the structurally unemployed without spending a lot of money, and I do not think there is any way that we can get around that.

Second, create educational strategies that recognize the ever more important link between basic academic competence and vocational training. You simply cannot train an illiterate person to operate a computer or a typewriter or a cash register.

We must face the unpleasant fact that there are millions of adult functional illiterates in our country. Illiteracy is being treated as an ugly family secret that will go away if we ignore it. It will not go away until we act.

Again, I must say that this will cost money. It takes a minimum of year of adult basic education to raise the average illiterate adult's reading level from a fourth grade to an eighth grade competence—the borderline of functional literacy.

If there is one fact that I have learned in 15 years of administering job training programs for the structurally unemployed, it is that no program can succeed that does not link job training with adult basic academic education.

Third, create mechanisms for planning a vocational education strategy at the Federal and State level. The technological revolution that I have described creates enormous problems for forecasting labor market trends and planning vocational education services.

Vocational educators have been criticized with some justification for ignoring change in their communities' occupational structure. The Federal Government should take the lead in educational planning by supporting research and planning at the national level and by mandating that State and local vocational training programs are based on realistic labor market forecasts.

We like to think that within our OIC network, our relationship with the business and industry community is not an afterthought, but is a priority part of our planning process as we plan our training programs.

Finally—and this gets to the point you made, Mr. Chairman, in regard to greater access, which I think is paramount in this whole business of having people access our economy.

Finally, support experimentation and diversity and community control of adult education and vocational training. We do not have a single accepted body of knowledge and technique for dealing with the problems of the structurally unemployed. I suspect that no single technique will ever be developed that is universally effective. The Federal Government can and should foster experimentation in different techniques of instruction and styles of organization.

In this regard, I must also strongly advocate an expansion of support for community-based and community-controlled educational efforts. Many of the most creative approaches to the educational problems of the poor have been developed by community-based, nonprofit corporations, such as the local OIC's, SER programs, the Urban League, et cetera. Such programs, because of their commitment and their first-hand knowledge of local conditions, can be a valuable educational laboratory and can be complementary to existing institutions.

In summary, I would urge you to consider the needs of the urban poor and other special populations with an increased urgency. We are in a period of extraordinary change and opportunity, but the economic and technological innovations that are enriching our society can also condemn millions of our citizens to a marginal and dependent life.

American education has traditionally maintained the fostering of equality as a major goal. In the 1980's, vocational education is vital to the elimination of economic and social inequality for minorities and others of the urban poor.

Thank you very much and, hello, Senator Pell.

Senator STAFFORD. Thank you very much, Mr. Van Leesten.

The Chair is very happy that notwithstanding all his responsibilities with the Foreign Relations Committee, Senator Pell has been able to join me this morning.

Senator, did you have any opening statement or observations you wanted in the record?

Senator PELL. No. If I could, Mr. Chairman, I hope the record might be kept open for any questions or opening statements.

Senator STAFFORD. It certainly will.

Senator PELL. Thank you. I just would like to welcome Mike Van Leesten, whom I have known for 15, 20 years, I guess. He really has done a fantastic job in opening up jobs to people and in bringing people up to the level of reaching for those jobs. I salute him. Nobody in our State has done more than he has in this regard.

However, there is one point that I would like to ask you a little bit about, Mr. Van Leesten, and that is you refer to the disastrous decline in education's overall performance in the past 30 years.

I thought that while we have had ups and downs, the general graph would show an increasing number of people who are educated. I know that when I started out in the Congress 22 years ago, it seems to me that the level of literacy, for example, was less high than it is today. It is still nowhere high enough.

Why do you feel this has been going down rather than up?

Mr. VAN LEESTEN. Because the change over these past 30 years has been so rapid, and while in a relative sense there might be an increase in the base literacy of our people, it has not risen appropriately to meet the needs of this rapidly changing situation that we find here in our country and in the world today.

Second, as you reach down into those statistics, you will find that gaps are being established between the urban poor, particularly black people. While, in a relative sense once again, blacks are in a much better position today than we were 30 years ago, given our economic situation and the new technology, the gap is broadening between the general population and the black population and minorities in general.

Senator PELL. There, I agree with you, but the point that I did not understand is that there has been an overall decline in the American educational community's performance. I think they could do better, but I am not sure that they are doing worse than they did 30 years ago or 20 years ago. This is what I am trying to probe for.

Mr. VAN LEESTEN. I respectfully disagree with you, Senator Pell, on that issue. I feel very, very strongly that public education has not kept pace with societal needs and the rapid change that is going on today. I say that as a former school teacher and I say it as a former member of the Board of Regents, being very close and also participating in a lot of the urban kinds of things.

There is a tremendous, tremendous gap, and I just feel very, very strongly that unless we address public education in a priority kind of a way, the gap is going to increase and public education will be a secondary situation, which would be bad for our country.

Senator PELL. Right. Is not what you are saying here that the new technology era and all of that have made far greater demands than there were 30 years ago and the educational community has not kept up with those demands?

Mr. VAN LEESTEN. Exactly.

Senator PELL. But from an absolute viewpoint, there has been some improvement in the literacy of blacks, whites, and everybody.

Mr. VAN LEESTEN. Well, there has been, yes.

Senator PELL. But nowhere near enough in view of the increasing tempo of the demand.

Mr. VAN LEESTEN. Exactly.

Senator PELL. There, I would completely agree with you.

I was very struck at reading in our own State where it said that 40 percent of our adult population did not finish high school.

Mr. VAN LEESTEN. That is correct. That is pretty much a national statistic as well. I think we have a drop-out rate around the country of around 40 percent, and I think amongst minorities it is 46 to 47 percent.

Senator PELL. I was shocked at these statistics because I thought that we were doing better, but we are not doing better; you are right. We have got to keep going.

The other question I had was to ask you concerning the point of re-educating at least 30 percent of America's adult work force. Legislation has been introduced that calls for vocational reeducation of workers over 45 who have lost jobs because of structural unemployment. Through no fault of their own, they had jobs pulled out from under them.

Have you had a chance to look at that legislation at all?

Mr. VAN LEESTEN. I have not had a chance to look at that legislation, but the concept, of course, is a very good concept. The difficulties of that transition are as well very, very difficult. I just hope that there is realism in that legislation and it is just not a concept that makes sense with what is going on right now.

There have been people 50 years old-plus that have been dropped out of the auto industry. There was a little documentary on television just very recently showing a black former autoworker who tried to go through training and recognized that he only had an eighth-grade-level education, been out of the educational mainstream for a long time, and just could not cope with the training in the electronics. He met with serious disaster and was really questioning what he was going to do next.

Those are some of the kinds of real problems that will face some of the older workers as they try to do that transition.

Senator PELL. That is what we are doing here; we are tending to throw some of these people who are age 50 or so on the dust heep because they are too young to get social security and they are not equipped to get another job.

I think there is a very real problem there, just as there is a very real problem with young people, particularly black young people, who are more than 50 percent unemployed. These problems, to my mind, would be the two main problems that we face in vocational education.

Mr. VAN LEESTEN. The thing that worries me is that I am black and I am almost 50. [Laughter.]

Senator PELL. But you are well educated and you have educated a lot of other people. Thank you.

Senator STAFFORD. Thank you very much, Senator.

Since all of us here on Capitol Hill like to occasionally get parochial when we can, the Chair wants to note that Jerry Asselin, who is the director of adult and vocational education for the Department of Education in Vermont, and Mr. Emile Cote, who is an instructor in the Burlington area vocational center, are both in the room as spectators. We welcome you here to these proceedings.

Dr. Barge, in your testimony you suggest that the excess cost requirement be maintained. You noted, however, that there has been significant confusion at the State level about how to comply with this requirement. What do you feel is needed to provide a better understanding of the excess cost and, to your knowledge, has the Department of Education ever provided technical assistance to bring about a better understanding of the provision?

Dr. BARGE. In response to your question, Mr. Chairman, I would say that the Office of Education did publish an interpretation of excess cost. That interpretation, in my opinion, did not fully explain to those persons in the States how to implement the excess cost concept.

Many States indicated that they had a difficult problem accounting for the expenditure of the excess cost dollars because maybe the interpretation of what the excess cost concept meant was not consistent across all delivery systems.

The Office of Education has attempted to provide an interpretation of excess cost. However, I think the reauthorization of the act should clarify exactly what Congress intended in terms of implying in the act that these funds would be used for excess cost purposes.

My interpretation of that is that excess cost means the expenditure of those funds for support services that are above and beyond what is required for a regular student, realizing that the special-needs population brings to the instructional setting conditions that are not normally associated with regular students. These dollars would, in fact, be used to remediate or remove those conditions to create equity in the vocational program.

Senator STAFFORD. Thank you very much, Dr. Barge.

Ms. Wells, several witnesses have made the charge that the Vocational Education Data System is unduly burdensome and the cost of compliance outweighs the benefits. If Congress or the administration were to significantly reduce the emphasis on the Vocational Education Data System, what would be the effect on the collection of information for the purposes of program evaluation and program planning, in your opinion?

Ms. WELLS. I think it would be seriously detrimental. Currently, the Vocational Education Data System is the only data collection that we have that we can rely on on an annual basis to provide data on enrollments of women and minorities in vocational education.

As has been brought out, we are currently not getting data on the handicapped or the disadvantaged. I think it is critically necessary to have that data to be able to do an evaluation. The only other system we have currently is occasional special surveys by the Office for Civil Rights, and they have been reluctant to undertake a new survey.

So, we really are reliant on VEDS, whatever problems may exist with it—it is certainly not a perfect system—in order to be able to conduct evaluations of services. I think it would be detrimental to the sort of impetus we have toward equal rights in vocational education not to have that kind of data coming out annually.

We have advocated getting more data on handicapped and disadvantaged females and males as a way of demonstrating to the States whether they themselves are providing services or not. It certainly calls to their attention, when they have their own data collection system and they can see that they are underserving certain populations, that they are not doing an adequate job.

As you know, also, the Office for Civil Rights has required States to do civil rights enforcement in vocational education. The States themselves are required to review their local educational agencies and vocational schools, and determine which of those schools have potential civil rights violations.

The Vocational Education Data System is the system being used primarily in the States to determine which of their subrecipients of Federal funds have civil rights violations, and they are using that data to then go into those schools and look at what the problems are with regard to the handicapped, minorities, and women.

So, we think the system is extremely valuable. I think vocational educators, by and large, also find it extremely valuable. We would like to see it improved and strengthened, and would be glad to work with the subcommittee in making some further recommendations on ways that the system could be strengthened. But by all means, we feel it should be retained.

Senator **Stafford**. Thank you very much. Dr. Barge, did I see you looking as though you would like to respond, too?

Dr. **Barge**. Yes, I would like to respond to this particular issue, also. I made a recommendation in my prepared statement concerning the VEDS system.

It has been my observation that the VEDS system is a good beginning. Yet, it does not provide a system that will collect the kind of data that can be transformed into information for decisionmaking processes at the local, State, or national levels.

The system fails to identify the disadvantaged and handicapped population by sex, age, and disadvantaging and handicapping conditions. It also fails to track the expenditure of resources to treat the problems associated with these target groups.

In order for States to be in a position to plan adequately, the system needs to provide the kinds of statistics that can be transformed into information that will serve as a basis for establishing policies, and also making decisions about the appropriate use of dollars appropriated for this target group, and at the same time establish priorities on how these dollars will be used from a State perspective consistent with the national purpose.

I do not believe that the current system provides adequate information for the Congress to use in assessing the impact that these dollars have made or will make on the target groups because of the lack of identification of the varying conditions associated with each group and how these dollars have been used to treat those conditions.

Senator **Stafford**. Thank you very much.

Mr. Gipp, I understand that the majority of Indian vocational programs are targeted at the post-secondary level rather than at the secondary level. Why does this occur, and what are the vocational options open for secondary level students?

Mr. **Gipp**. For the most part, with respect to the set-aside, most of the programs are targeted at the postsecondary level, as you have indicated, Mr. Chairman, and that is, I think, principally because of the direction provided by the Department of Education in implementing the set-aside.

In addition, that is the critical area in which the Indian population is left out, as I referred to in my testimony, in terms of the various States. That is the area in which the fewest number of dollars or opportunities are available historically through Federal or State dollars.

Second, with regard to the secondary programs, there is greater access for some Indian youth through the secondary educational systems in terms of vocational education in the State systems. So, there is greater access at that level for some of our Indian populations.

Senator **Stafford**. Thank you very much.

Mr. Van Leesten, you commented on the importance of maintaining a strong Federal role in research and planning efforts. Would you elaborate briefly on the research areas which you feel are particularly critical, given today's changing labor market? Would you also comment on the planning requirements which the Federal act should specify for State and local agencies?

Mr. **Van Leesten**. Yes. I think a lot of emphasis ought to be placed on research and what the findings of that research are. I think we all pretty much know what that means and the kinds of trends that it shows in terms of the gaps that will be in place if we continue on this same route.

Coupled with that is the planning process. It just seems to me that there is not enough significant planning, based upon the real research that reveals what is going on, that is required on a national level to States so that they can implement the kinds of programs that do make sense.

The folks that I am talking about and the programs that come through the traditional institutional processes are sort of afterthoughts or tagons. At some point, the research has got to be emphasized more so that that priority can be lifted up in the planning as well.

Senator **Stafford**. Thank you very much, sir.

Ms. Wells, in your testimony you seem to be saying that the Vocational Education Act amendments of 1976 have not had the desired impact on vocational education enrollments as far as girls and women are concerned. Would you care to comment on why this may be the case?

Ms. **Wells**. The National Advisory Council on Women's Educational Programs a few years ago did a report on title IX of the 1972 education amendments, which they called "The Half-full, Half-empty Glass", and I think that is a good description of where we feel we are on women in education, generally.

If you look at where we were 10 or 15 years ago, we are certainly far, far better off today and we are very pleased with that. If you look at where women should be, there is still a long way to go, and I think that is particularly true in vocational education.

I can think of an example of a State I visited a couple of years ago, where I went to a vocational high school. There were a couple of girls in the welding program, a girl in the plumbing program, and half a dozen in mechanical drawing, and so forth.

It really gave me great pleasure to see that because I knew it was a result of our efforts here and it was a trickling down. It was the beginning of a growth of women and girls into nontraditional programs there, but certainly it was a miniscule number, and typical of many vocational schools.

In the same State, I visited a program where 36 percent of the students in industrial technology were females. The difference was that that school had used Federal funds to recruit women, to hire someone specifically to do recruiting and counseling, to do special training in the summer for high school girls to introduce them to technical programs, and to provide them some of the math and science skills they might have missed in their high schools because girls often do not go into those programs.

In that school, we are seeing a tremendous increase of women in traditionally male jobs, and I think that is the major difference. The 1976 amendments provided a lot of optional opportunities for States to put money into sex equity recruiting and counseling programs, but they did not require it and the States did not exercise the option to put very much money into these kinds of programs.

That is why we are asking that the States be required to expend more funds for special programs to recruit women into nontraditional programs and to provide them some of the supportive services they need.

Senator **Stafford**. Thank you very much.

The Chair is going to close this meeting, but I would ask you, lady and gentlemen, if you would be agreeable, in the event members of the committee who could not be here have questions, that they send them to you in writing for a response in writing. Would that be agreeable?

Mr. **Gipp**. Yes.

Ms. **Wells**. Yes.

Senator **Stafford**. If that is acceptable, of course, the committee would appreciate your very early response so that we can consider it as we are marking up a bill in the vocational educational field.

The committee contemplates at least two more hearings before we finish the hearing record for this year in our effort to redraw the legislation. But the dates we had originally scheduled are now untenable, and so the Chair is going to have to adjourn this meeting subject to the call of the Chair.

Before doing that, though, I want to express my appreciation for this subcommittee to all four of you for being here today and assisting this committee in the difficult task which we are undertaking on behalf of Congress and the American people.

At this point I order printed all statements of those who could not attend and other pertinent material submitted for the record.

[The material referred to follows:]

Hearings - Vocational Education

March 17, 1983

Mr. Elvin Willie, Jr.
Tribal Chairman
Walter River Paiute Tribe
Walker River Indian Reservation
Schurz, Nevada

Dear Mr. Willie:

Thank you for your courtesy in sending me a copy of the Tribal Resolution regarding the setaside for Indian Vocational Education Programs in the Vocational Education Act.

Recently, I invited Mr. David Gipp to provide testimony on Indian Vocational Education Programs. I was very interested in his testimony and somewhat disturbed because of the lack of support from certain sectors in our government for these programs.

You can be certain that I will pay special attention to the concerns of American Indians for vocational education, and I want you to know that I am enclosing your resolution in the official hearing transcript.

Again, thank you for sending this information to me.

Sincerely,

Robert T. Stafford
Chairman
Subcommittee on Education,
Arts and Humanities

RTS:BPt

Walker River Paiute Tribe
Walker River Indian Reservation
Schurz . Nevada
(702) 773-2306

February 22, 1983

Senator Robert Stafford
Senate Subcommitte on Education
Arts & Humanities
5219 Dirksen Senate Office Building
Washington, D.C. 20510

RE: SUPPORT RESOLUTION FOR SB 2325 Indian Set-Aside

Dear Senator Stafford,

Enclosed please find Tribal Resolution No. WR-08-83 requesting that SB 2325 be revised to include the continuation of the Indian Set-Aside at the 2% level. Due to the high unemployment rate here on the reservation (43%), a program such as the vocational education program is extremely essential in helping to reduce the unemployment for our tribe.

Last year, we were one of the few tribal participants in the Vocational Education Program. Our program emphasized training in Heavy Equipment Operation, Land Leveling and Surveying. Since we are located in an area where farming is the major economic base on the reservation, we developed a training program focused on leveling land. Not only did we train Indians in the use of heavy equipment and surveying, but in the process we leveled 100 acres of land for cropland development which the tribe can now use to generate revenue to help fund other jobs on the reservation.

Without the Vocational Education funds we would not have been able to train tribal members in the field relevant to the existing reservation economy nor would it have been possible to develop cropland for the tribe itself to generate revenue. I cannot stress the importance of such a Set-Aside program in the development of tribal manpower and tribal economies. In view of the fact that Indian tribes seem to have the highest unemployment rates of any segment of society (as explicitly indicated by Interior Secretary Watt's recent public statements), it would seem well-justified to single out Indian groups for special assistance.

Any help you can provide in amending SB 2325 to include the Indian Set-Aside Program at 2% will greatly be appreciated. If possible, could you include our Resolution and letter as part of the record concerning this Bill. If you have any questions, I will be glad to clarify our position or present further information.

Sincerely,

Elvin Willie, Jr., Tribal Chairman
WALKER RIVER PAIUTE TRIBE

EWJ:pw cc: chrono & file

Walker River Paiute Tribe
Walker River Indian Reservation
Schurz . Nevada
(702) 773-2306

RESOLUTION OF THE GOVERNING BODY OF THE WALKER RIVER PAIUTE TRIBE

RESOLUTION NO. WR-08-83

BE IT RESOLVED BY THE TRIBAL COUNCIL OF THE WALKER RIVER PAITUE TRIBE THAT:

WHEREAS, the governing body of the Walker River Paiute Tribe of Nevada is organized under the provisions of the Indian Reorganization Act of June 18, 1934 (48 Stat 984) as amended, to exercise certain rights of home rule and be responsible for the promotion of the economic and social welfare of its members, and

AMENDMENT OF SENATE BILL #2325 (VOCATIONAL AND ADULT EDUCATION CONSOLIDATION ACT) TO INCLUDE A SPECIFIC SET-ASIDE FOR INDIAN TRIBES AND ORGANIZATIONS

WHEREAS, the Vocational Education Act as amended, (P.L. 94-482) provided a Set-Aside program for Indian Tribes and organizations (Reference Section 103 (a) (B) (iii);

WHEREAS, this act is now being considered for revision and/or reauthorization;

WHEREAS, in the last 4 years, only 46 tribes of the approximately 281 recognized tribes have been recipients or grants to implement vocational education programs;

WHEREAS, Senate Bill #2325 has been introduced as the future legislation for Vocational Education;

WHEREAS, this Bill makes no specific Set-Aside for Indian tribes and organizations;

WHEREAS, the unemployment rate on Indian reservations remains at an all time high;

WHEREAS, Indian Tribes still show a severe need for a separate Set-Aside to provide training to Indian people;

NOW THERFORE, BE IT RESOLVED, that the WALKER RIVER PAIUTE TRIBE urges the Senate to amend Senate Bill #2325 to include a Set-Aside for Indian Tribes and organizations,

BE IT FURTHER RESOLVED, that the Senate is urged to recommend that such Set-Aside shall be no less than 2 per cent.

CERTIFICATION

It is hereby certified that the foregoing resolution of the Walker River Paiute Tribal Council of the Walker River Paiute Tribe composed of seven members, of whom 7 constituting a quorum were present at a meeting held on the 15 day of FEBRUARY 1983, and that the foregoing RESOLUTION NO. WR-08-83, was adopted by the affirmative vote of 6 for and 0 against, pursuant to the authority contained in the Constitution and By-Laws of the Walker River Paiute Tribe of Nevada, approved on March 29, 1937.

Norma Lessard

Norma Lessard, Council Secretary
WALKER RIVER PAIUTE TRIBAL COUNCIL

UNITED TRIBES EDUCATIONAL TECHNICAL CENTER
3315 SOUTH AIRPORT ROAD
BISMARCK, NORTH DAKOTA 58501 • PHONE 701-255-3285

February 1, 1983

Mr. Wayne Johnson
Walker River Paiute Tribe
Schurz, Nevada 89427

Dear Wayne:

On March 3, 1983, Mr. David Gipp will be presenting oral testimony to the Senate Subcommittee on Education Arts and Humanities chaired by Senator Robert Stafford. Mr. Gipp will be testifying on behalf of all Indian tribes regarding the 1% Set-Aside of the Vocational Education Act.

We are encouraging all tribes to submit their own written testimony for the record. In addition, any tribe wishing to have a letter of support or tribal resolution included in Mr. Gipp's testimony may do so. If you would like something from your tribe included, you must get that information to us as soon as possible.

May I suggest that information from your tribe could include a letter from the chairman's office on official stationery that would show current unemployment statistics. Also, this letter could indicate the tribe's support for the continuation of the Set-Aside at the two percent level. If it is possible to obtain a tribal resolution to this effect, it would be appreciated.

We are very interested that Mr. Gipp's testimony should be as representative of the tribes throughout the country as possible. Any assistance and/or support from your tribe will be greatly apppreciated.

If your tribe has been the recipient of a Set-Aside grant, we could use statistics from that program. This might include total dollars spent; students trained and placement figures.

Again I would encourage each tribe to send in written testimony to be included in the record. Senator Stafford's address is:

Senator Robert Stafford
Senate Subcommittee on Education Arts & Humanities
5219 Dirksen Senate Office Building
Washington, DC 20510

PAGE TWO
SET-ASIDE TESTIMONY INFORMATION LETTER

Any questions regarding format of the testimony or when the record will be open, should be addressed to Ms. Susan Hasiza from Senator Stafford's office. The phone number is (202) 224-2962.

If you have any questions regarding what we want for Mr. Gipp's testimony, please feel free to call me. My phone number is (701) 255-3285 ext. 216.

I would appreciate if you can let us know in the next few days if you will be submitting information for inclusion in Mr. Gipp's testimony. The North Dakota tribes will be meeting here in Bismarck on February 11, 1983 to work on the testimony. If we had an idea of how many groups were interested in adding information to our testimony by then, it would be very helpful.

Sincerely,

Larretta Hall

Larretta Hall,
Project DISCOVER Coordinator
% UTETC
3315 South Airport Road
Bismarck, ND 58501

MARK ANDREWS, NORTH DAKOTA, CHAIRMAN
BARRY GOLDWATER, ARIZONA — JOHN MELCHER, MONTANA
SLADE GORTON, WASHINGTON — DANIEL K. INOUYE, HAWAII
FRANK H. MURKOWSKI, ALASKA — DENNIS DE CONCINI, ARIZONA
TIMOTHY C. WOODCOCK, STAFF DIRECTOR
PETER S. TAYLOR, GENERAL COUNSEL

United States Senate
SELECT COMMITTEE ON INDIAN AFFAIRS
WASHINGTON, D.C. 20510

March 9, 1983

The Honorable Robert Stafford, Chairman
Senate Subcommittee on Education, Arts,
and Humanities
United States Senate
Washington, D.C. 20510

Dear Bob:

I understand that the subcommittee is now reviewing the reauthorization of the Vocational and Adult Education Consolidation Act of 1982. The Senate Select Committee on Indian Affairs as you can understand, does in spite of our lack of direct jurisdictions have a strong interest with the Act as it effects Indians.

The federal government enjoys a unique relationship with Indian tribes: a relationship in which both operate on a government-to-government basis, as well as a trust relationship. Since a major function of the federal government's role in education is to serve the special populations, or the underserved, this role is most critical when the population concerned is the Indian people. The Indian population, often located in rural, isolated areas with little employment opportunity, depends on programs such as those authorized by the Vocational and Adult Education Consolidation Act. In past legislation, the Congress has included set-aside language for services to the Indian people. I urge you to include similar language in the reauthorization of the Act.

If I can be of any assistance, please contact me. Thank you for your attention to this most important matter.

Sincerely,

Mark Andrews
Chairman

MA:mjw

ORRIN G. HATCH, UTAH, CHAIRMAN

ROBERT T. STAFFORD, VT
DAN QUAYLE, IND.
DON NICKLES, OKLA.
GORDON J. HUMPHREY, N.H.
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RONALD F. DOCKSAI, STAFF DIRECTOR
KATHRYN O'L. HIGGINS, MINORITY STAFF DIRECTOR

United States Senate
COMMITTEE ON LABOR AND
HUMAN RESOURCES
WASHINGTON, D.C. 20510

April 4, 1983

Senator Robert Stafford
SH133 Hart Senate Office Bldg.
Washington, D.C. 20510

Dear Bob:

I am requesting that the enclosed data be submitted for the Record. I received this information in response to questions posed to the Office of Civil Rights by our Subcommittee on the Handicapped staff on January 3, 1983. This data helps to substantiate the fact that handicapped students are not receiving the vocational education to which they are entitled.

Thank you for considering my request for the inclusion of this pertinent data in the Record, and for your continued exemplary support of handicapped Americans.

Sincerely,

Lowell Weicker, Jr., Chairman
Subcommittee on the Handicapped

enc/
LW/nbd

Handicapped Students in Vocational Education
by Type of School and Category of Program
(0% to 9% or greater)*

NATIONAL TOTALS

TOTAL NUMBER OF SCHOOLS IN SURVEY:	10,626
TOTAL NUMBER OF SCHOOLS OFFERING ADULT INSTRUCTION:	1,245
TOTAL NUMBER OF SCHOOLS OFFERING POSTSECONDARY INSTRUCTION:	1,209
TOTAL NUMBER OF SCHOOLS OFFERING SECONDARY INSTRUCTION:	9,345

Type of Schools: AREA VOCATIONAL CENTERS, COMPREHENSIVE HIGH SCHOOLS, AND JUNIOR AND COMMUNITY COLLEGES

1. OCCUPATIONAL PREPARATION (See DEFINITIONS on page 3)**
   The survey reports 10,047 schools of types with occupational preparation programs.

   a. Of this number, 5,608 (55.81%) enroll 0 to 1% handicapped students in these programs.

   b. Of this number, 839 (8.35%) show a 9% or greater handicapped enrollment.

   c. Total students of all types enrolled in occupational preparation programs at schools of all types = 4,804,935. Of this number, 126,613 (2,63%) are handicapped.

2. OTHER OCCUPATIONAL PREPARATION
   The survey reports, 7,751 schools of all types with other occupational preparation programs.

   a. Of this number, 3,909 (50.43%) enroll 0 to 1% handicapped students in these programs.

   b. Of this number, 759 (9.79%) show a 9% or greater handicapped enrollment.

   c. Total students of all types enrolled in other occupational preparation programs at schools of all types = 3,173,590. Of this number, 81,603 (2.57%) are handicapped.

3. LONG TERM ADULT
   The survey reports 1,242 schools of all types with long term adult vocational programs.

   a. Of this number, 840 (67.63%) enroll 0 to 1% handicapped students in these programs.

   b. Of this number, 89 (7.16%) show a 9% or greater handicapped enrollment.

   c. Total students of all types enrolled in long term adult programs at schools of all types = 442,783. Of this number 10,507 (2.37) are handicapped.

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* Fall 1979 Vocational Education Civil Rights Survey

** For definitions of program categories in all types of schools see page 3.

4. APPRENTICE TRAINING

The survey reports 726 schools of all types with apprentice training programs.

a. Of this number, 680 (93.66%) enroll 0 to 1% handicapped students in these programs.

b. Of this number, 20 (2.75%) show a 9% or greater handicapped enrollment in these programs.

c. Total students of all types enrolled in apprentice training programs at schools of all types = 107,510. Of this number 382 (0.35%) are handicapped.

5. COOPERATIVE VOCATIONAL

The survey reports 5,081 schools of all types with cooperative vocational programs.

a. Of this number, 3,813 (75.04%) enroll 0 to 1% handicapped students in these programs.

b. Of this number, 412 (8.10%) show a 9% or greater handicapped enrollment.

c. Total students of all types enrolled in cooperative vocational programs at schools of all types = 383,639. Of this number 10,378 (2.70%) are handicapped

6. WORK STUDY

The survey reports 1,808 schools of all types with work study programs.

a. Of this number, 1,342 (74.22%) enroll 0 to 1% handicapped students in these programs.

b. Of this number, 289 (15.98%) show a 9% or greater handicapped enrollment.

c. Total students of all types enrolled in work study programs at schools of all types = 75,178. Of this number 3,519 (4.68%) are handicapped.

26,655 vocational programs of all types reported 16,192 (60.74%) programs that show a 0 to 1% handicapped enrollment. 26,655 vocational programs of all types reported 2,405 (9.02%) programs that show a 9% or greater handicapped enrollment.

II. HANDICAPPED STUDENTS ENROLLED IN SEPARATE PROGRAMS

The total number of handicapped reported in separate programs = 41,977.

III. SECONDARY HANDICAPPED STUDENT ENROLLMENT BY HANDICAPPING CONDITION

HANDICAPPING CONDITION	ENROLLMENT	HANDICAPPING CONDITION	ENROLLMENT
MENTALLY RETARDED	58,749	VISUALLY HANDICAPPED	4,223
SERIOUSLY EMOT DISTURBED	12,170	DEAF	1,615
SPECIFIC LEARN DISABLED	60,582	HARD OF HEARING	3,662
SPEECH IMPAIRED	4,654	OTHER HEALTH IMPAIRED	10,285
DEAF-BLIND	274	MULTIHANDICAPPED	4,540
ORTHOPEDICALLY IMPAIRED	4,821		

DEFINITIONS:

1. OCCUPATIONAL PREPARATION -enrollment in six digit United States Office of Education (OE)code programs specifically designed for occupational preparation, 11th grade and above.

2. OTHEP OCCUPATIONAL PREPARATION -programs for persons below 11th grade enrolled in occupational preparation programs, persons at all levels enrolled in courses prerequisite to a six digit (OE) code program or activity that leads to more to than one six digit (OE) code program; consumer and homemaking, and industrial arts programs.

3. LONG TERM ADULT -includes persons who are neither classifiable as 11th and 12th grade nor postsecondary and who are enrolled in at least 500 contact hours duration leading to new occupational preparation. For adult programs offered at degree granting or simular institutions, where program length is measured in credit hours rather than contact hours, 500 contact hours may be interpreted to mean 30 semester credit hours or 45 quarter credit hours. Persons registered by the Federal or State government and currently enrolled in a related course leading to journeyman status (apprentice program) will also be reported in this area regardless of the number of contact hours.

4. APPRENTICE TRAINING -programs offered under agreements between a union, labor organization or employer and the school, LEA, etc., in which classroom instruction provided by or at the school is supplemental to paid on the job training received as a result of acceptance into apprentice program operated and supervised by the union labor organization or employer.

5. COOPERATIVE VOCATIONAL EDUCATION -programs offered under agreements between employers and the school, LEA, etc., in which paid on the job experience is related to, and supplemental to, the course(s) of study pursued in classroom instruction by the student and is carried out under the supervision of the school, LEA, etc.

6. WORK-STUDY -programs under agreements between employers and the school, LEA,etc., in which gainful employment opportunities in public or non-profit agencies or institutions are made available to vocational education students who need financial assistance to be able to pursue their educational studies. Ordinarily, the employment is not designed to be supplemental to classroom instruction or necessarily related to classroom instruction.

Handicapped Students in Vocational Education by Type of School and Category of Program

(0% to 9% or greater)*

I. AREA VOCATIONAL SCHOOLS

The 1,028 area vocational schools surveyed reported 2,737 vocational programs of which 1,428 (52.17%) show a 0 to 1% handicapped enrollment.

1. The survey reports 946 area vocational schools with occupational preparation** programs.
    a. Of this number, 314 (33.19%) enroll 0 to 1% handicapped students in these programs.
    b. Of this number, 143 (15.11%) show a 9% or greater handicapped enrollment.
2. The survey reports 426 area vocational schools with other occupational preparation programs.
    a. Of this number, 187 (43.89%) enroll 0 to 1% handicapped students in these programs.
    b. Of this number, 100 (23.47%) show a 9% or greater handicapped enrollment.
3. The survey reports 476 area vocational schools with long term adult programs.
    a. Of this number, 271 (56.93%) enroll 0 to 1% handicapped students in these programs.
    b. Of this number, 45 (9.45%) show a 9% or greater handicapped enrollment.

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* Fall 1979 Vocational Education Civil Rights Survey

** For definitions of all program categories in all types of schools see page 6.

4. The survey reports 187 area vocational schools with apprentice training programs.

   a. Of this number, 184 (98.39%) enroll 0 to 1% handicapped students in these programs.

   b. There were no area vocational schools that show a 9% or greater handicapped enrollment in apprentice training programs.

5. The survey reports 453 area vocational schools with cooperative vocational programs.

   a. Of this number, 295 (65.11%) enroll 0 to 1% handicapped students in these programs.

   b. Of this number, 57 (12.58%) show a 9% or greater handicapped enrollment.

6. The survey reports 249 area vocational schools with work study programs.

   a. Of this number, 178 (71.48%) enroll 0 to 1% handicapped students in these areas.

   b. Of this number, 39 (15.66%) show a 9% or greater handicapped enrollment.

II. COMPREHENSIVE HIGH SCHOOLS

The 8,553 comprehensive high schools surveyed reported 21,587 vocational programs of which 13,084 (60.62%) show a 0 to 1% handicapped enrollment.

1. The survey reports 8,078 comprehensive high schools with occupational preparation programs.

   a. Of this number, 4,658 (57.65%) enroll 0 to 1% handicapped students in these programs.

   b. Of this number, 662 (8.19%) show a 9% or greater handicapped enrollment.

2. The survey reports 7,071 comprehensive high schools with other occupational preparation programs.

    a. Of this number, 3,532 (49.49%) enroll 0 to 1% handicapped students in these programs.

    b. Of this number, 640 (9.05%) show a 9% or greater handicapped enrollment.

3. The survey reports 377 comprehensive high schools with long term adult programs.

    a. Of this number, 290 (76.92%) enroll 0 to 1% handicapped students in these programs.

    b. Of this number, 23 (6.10%) show a 9% or greater handicapped enrollment.

4. The survey reports 298 comprehensive high schools with apprentice training programs.

    a. Of this number, 264 (88.58%) enroll 0 to 1% handicapped students in these programs.

    b. Of this number, 18 (6.04%) show a 9% or greater handicapped enrollment.

5. The survey reports 4,507 comprehensive high schools with cooperative vocational programs.

    a. Of this number, 3,414 (75.74%) enroll 0 to 1% handicapped students in these programs.

    b. Of this number, 352 (7.81%) show a 9% or greater handicapped students in these programs.

6. The survey reports 1,250 comprehensive high schools with work study programs.

    a. Of this number, 926 (74.08%) enroll 0 to 1% handicapped students in these programs.

    b. Of this number, 229 (18.32%) show a 9% or greater handicapped students in these programs.

III. JUNIOR AND COMMUNITY COLLEGES

The 1,045 junior and community colleges surveys reported 2,337 vocational programs of which 1,679 (71.81%) show a 0 to 1% handicapped enrollment.

1. The survey reports 1,023 junior and community colleges with occupational preparation programs.
    a. Of this number, 636 (62,16%) enroll 0 to 1% handicapped students in these programs.
    b. Of this number, 34 (3.32%) show a 9% or greater handicapped enrollment.
2. The survey reports 254 junior and community colleges with other occupational preparation programs.
    a. Of this number, 190 (74.79%) enroll 0 to 1% handicapped students in these programs.
    b. Of this number, 19 (7.4%) show a 9% or greater handicapped enrollment.
3. The survey reports 389 junior and community colleges with long term adult programs.
    a. Of this number, 279 (71.71%) enroll 0 to 1% handicapped students in these programs.
    b. Of this number, 21 (5.39%) show a 9% or greater handicapped enrollment.
4. The survey reports 241 junior and community colleges with apprentice training programs.
    a. Of this number, 232 (96.26%) enroll 0 to 1% handicapped students in these programs.
    b. Of this number, 2 (0.82%) show a 9% or greater handicapped enrollment.
5. The survey reports 121 junior and community colleges with cooperative vocational programs.
    a. Of this number, 104 (85.95%) enroll 0 to 1% handicapped students.
    b. Of this number, 3 (2.47%) show a 9% or greater handicapped enrollment.
6. The survey reports 309 junior and community colleges with work study programs.
    a. Of this number, 238 (77.02%) enroll 0 to 1% handicapped students.
    b. Of this number, 18 (5.82%) show a 9% or greater handicapped enrollment.

DEFINITIONS:

1. OCCUPATIONAL PREPARATION -enrollment in six digit United States Office of Education (OE)code programs specifically designed for occupational preparation, 11th grade and above.

2. OTHER OCCUPATIONAL PREPARATION -programs for persons below 11th grade enrolled in occupational preparation programs, persons at all levels enrolled in courses prerequisite to a six digit (OE) code program or activity that leads to more to than one six digit (OE) code program; consumer and homemaking, and industrial arts programs.

3. LONG TERM ADULT -includes persons who are neither classifiable as 11th and 12th grade nor postsecondary and who are enrolled in at least 500 contact hours duration leading to new occupational preparation. For adult programs offered at degree granting or simular institutions, where program length is measured in credit hours rather than contact hours, 500 contact hours may be interpreted to mean 30 semester credit hours or 45 quarter credit hours. Persons registered by the Federal or State government and currently enrolled in a related course leading to journeyman status (apprentice program) will also be reported in this area regardless of the number of contact hours.

4. APPRENTICE TRAINING -programs offered under agreements between a union, labor organization or employer and the school, LEA, etc., in which classroom instruction provided by or at the school is supplemental to paid on the job training received as a result of acceptance into apprentice program operated and supervised by the union labor organization or employer.

5. COOPERATIVE VOCATIONAL EDUCATION -programs offered under agreements between employers and the school, LEA, etc., in which paid on the job experience is related to, and supplemental to, the course(s) of study pursued in classroom instruction by the student and is carried out under the supervision of the school, LEA, etc.

6. WORK-STUDY -programs under agreements between employers and the school, LEA,etc., in which gainful employment opportunities in public or non-profit agencies or institutions are made available to vocational education students who need financial assistance to be able to pursue their educational studies. Ordinarily, the employment is not designed to be supplemental to classroom instruction or necessarily related to the classroom instruction.

ACLD

An Association For Children and Adults With Learning Disabilities

4156 Library Road • Pittsburgh, PA 15234 • 412/341-1515 • 412/341-8077

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Youth and Adults Section

CHAIRMAN

National Executive Director

Route 3, Box 19
Keithville, La. 71047
March 2, 1983

Senator Robert T. Stafford
United States Senate
Committee on Labor and Human Resources
Subcommittee on Education, Arts and Humanities
Washington D. C. 20510

Dear Senator Stafford:

I am writing on behalf of ACLD, an association for children and adults with learning disabilities. We want to thank you for the opportunity to submit written testimony for inclusion in the hearing record on the "special populations" for the Vocational Education Act.

ACLD feels that there are three major areas of concern, in regards to the "special population" section especially the SLD section of the Vocational Education Act. We feel that they are: 1. A strong need to keep intack the "set-a-side" and matching fund provisions. 2. To tighten up on the IEP requirement in the Vocational Act as it is required in Pl 94-142. 3. To maintain a strong data collection system.

As was stated by 34 of the 38 states that participated in the questionaire sent to them from the committee on Education and Labor, Subcommittee on Select Education on May 12, 1982, There responce was "The set-a-sides must be preserved." Also as quoted by one of the states "The special needs thrust did not get started prior to the set-a-sides. There are many in Vocational education who are in competition for dollars that would deemphasize serving persons with special needs in order to perserve programs for regular students." Therefore the handicapped and especially the SLD would be denied appropriate Vocational services if the "set-a-sides" were eliminated.

In regards to the IEP component of the Vocational Education Act and PL 94-142, if this component is not strictly complied with, we will not be appropriately serving the special population in the vocational programs. Because the IEP is the means by which the students would be able to receive the special support services that the special population (SLD) would need. I have seen this type of problem develop in my own area because a student did not have listed in the IEP the support services needed, therefore they were unable to benefit from the Vocational education program.

The third concern of ACLD was the need to have a strong data collection and reporting system. It is felt that without the data being reported the people in government would be unable to accurately assess the true performance of programs, and how it relates to the dollars spent. It would also be one of the means of enforceing the law because then school systems would know that they would have to be accountable for their programs and dollars spent.

Again, we are grateful to you for this opportunity to make our position on the "Special Populations" known to you, the Committee on Labor and Human Resources, and Subcommittee on Education, Arts and Humanities.

Respectfully,
Alice Bernard
Alice Bernard
Vocational Committee, Chairman

cc: Jean Petersen
Governmental Affairs Committee
Vocational Committee members
Dorothy Crawford, President

BILL RICHARDSON
2ND DISTRICT, NEW MEXICO

COMMITTEES
ENERGY AND COMMERCE
VETERANS' AFFAIRS

WASHINGTON OFFICE
1010 LONGWORTH HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515
(202) 225-6190

DISTRICT OFFICE
827 SANDOVAL STREET, SUITE 201
SANTA FE, NEW MEXICO 87501
(505) 988-6177

Congreſs of the United States
House of Representatives
Washington, D.C. 20515

SF-322

February 28, 1983

Senator Robert Stafford, Chairman
Senate Subcommittee on Education, Arts & Humanities
5219 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Stafford:

Please consider this letter of support on behalf of the Eight Northern Indian Pueblos in my District as it concerns the Vocational and Adult Education Consolidation Act of 1982, introduced to the Senate by Senator Orrin Hatch (Utah) on April 8, 1983.

This bill as introduced, does not include any specific set-aside for Indian Tribes, as did previous legislation. The tribes in my District believe that if this legislation becomes law, it will put an end to their long standing efforts to provide Vocational Training to over 10,000 tribal members.

Since 1980, the Eight Northern Indian Pueblos Council have supported an Adult Education Center that has included a Vocational Education Program. This legislation would negate all efforts to continue this training program, which has served the Eight Pueblos well during this time of record unemployment, and based on April 1981 labor force statistics from Northern Pueblos Agency, the average for the Eight Pueblos is 30.6%.

Vocational Education is one of the top priorities of the tribes, not only in New Mexico, but in the entire Southwest. The Eight Northern Indian Pueblos Council, which represents the Pueblos/Tribes of Tesuque, Pojoaque, San Ildelfonso, Nambe, Santa Clara, San Juan, Picuris and Taos are requesting a continuation of the Vocational Education set-aside.

Unemployment has risen considerably in the Northern Pueblos area since April of 1981. The 1982 figures will be released in April and are considered to be at a higher level than in FY'81.

Your consideration regarding this bill is appreciated.

Sincerely,

Bill Richardson

Bill Richardson
Member of Congress

BR/lu

TESTIMONY

before

Subcommittee on Education, Arts & Humanities

Presented By:
Karen L. Lincoln
Karen L. Lincoln
Director
Graphic Arts Training Program
Nebraska Indian Community College
Winnebago, Nebraska

Sub Committee on Education, Arts & Humanities

Mr. Chairman and distinguished members of the Committee. I am Director of the Graphic Arts Training Program at the Nebraska Indian Community College located in Winnebago, Nebraska. I would like to thank the Committee for this opportunity to express our concerns regarding appropriations of the Vocational Education Act 2% set-aside for Indian programs. Many of the concerns expressed here are common to all of those concerned with Indian education. The following testimony will describe the history and present plans for the Graphic Arts Training Program which serves the Omaha and Winnebago Tribe of Nebraska.

Program Narrative

The Graphic Arts Training Program (#G0081001137) is a two-year college level program designed to provide vocational training for members of the Winnebago and Omaha Tribes in the field of graphic arts, with a concentration in photo offset printing. On completion of the two-year curriculum the trainee will receive an Associate of Applied Science Degree in graphic arts.

The decision to institute a full-time vocational training program in the graphic arts was made because of the need for printing services in the Macy (Omaha) and Winnebago communities. In 1980, an informal survey of local tribal, federal and municipal agencies was conducted. This survey revealed that at least $30,000 is spent on printing costs annually. Private printing jobs, including business cards and wedding announcements, provide another smaller but constant demand. Prior to the graphic arts program there were three small presses between the two tribes, one each located at the Macy Public School, Winnebago Public School, and at the Nebraska Indian Press, a very small printing operation which is no longer in business. The three small presses could not a accomodate all the printing needs of the tribes, nor was there enough skilled manpower on the reservation to do all the printing. As a result, many community printing jobs were sent off the reservation, along with community dollars.

The interest grew within the communities to establish a program to train people to become printers. The need for a training program was expressed by the community leaders, members, and letters of support by tribal organizations. Consequently, a proposal was submitted to the Department of Vocational Educational - Program for Indian Tribes and Indian Organizations, to fund a graphic arts program.

The grant was awarded to the Nebraska Indian Community College (N.I.C.C.), and the program began in July of 1981. We are currently in our second year of a three-year project. Twelve students are enrolled in the program and three are expected to graduate in the spring. (See attached table and program curriculum).

Our facilities consist of two offset presses, one verticle process camera, one computerized phototypesetter, one platemaker, other pre-press and bindery equipment. To date, we have printed nearly 150 job orders for the surrounding communities. This equals nearly 2000 hours of training in the graphic arts for the trainees. Our advertising has reached an estimated 8000 people throughout Nebraska and the United States.

The Nebraska Indian Community College is making plans to take over the program when funding ends. N.I.C.C. will hire two (2) skilled printers and one instructor to operate the graphic arts facilities. These facilities will be owned and operated by the Nebraska Indian Community College as a separate corporation. N.I.C.C. will offer courses in graphic arts and will also enter the printing business, striving to meet the printing needs of the three Nebraska Indian reservations and the surrounding area.

Since funding for our program will end in 1984, we are seeking other ways for our program to become self reliant. One of these ways is for the program to become a supplier of office supplies for the three reservations in Nebraska. Research is being done in this area to find out if this plan will be feasible for N.I.C.C. Other ideas are still being discussed.

With unemployment at 70% for the Omaha Tribe (1982) and at 79% for the Winnebago Tribe, it is imperative that we, as an institution serving Indian people, offer vocational training to help curb the high rate of unemployment on the reservation, as well as provide a broad range of career opportunities.

As director and full-time instructor of the graphic arts training program, I urge the Committee to Support the Vocational Education Act for 2% set-aside for Indian Programs, so that Indian people will continue to benefit by the programs they fund, now and in the future. The graphic arts training program, and other vocational programs need the support of the Vocational Education Act to survive.

Institutional Narrative

In 1973, the American Indian Satellite Community College was organized as a branch of Northeast Technical Community College to provide a variety of post-secondary educational programs on the Omaha, Santee Sioux and Winnebago Indian reservations in Nebraska. With advent of Public law 95-471, Tribally Controlled Community College Act of 1978, the three tribes chartered and organized the Nebraska Indian Community College.

NICC is composed of three campus sites. The main central office is located in Winnebago, Nebraska with two other coordinating campuses in Santee, and Macy, Nebraska. Three campuses are located in northeast Nebraska. Winnebago and Macy are eleven miles apart and Winnebago and Santee one hundred miles apart. The largest community, Macy, has a population of nearly 1600 and the smallest community, Santee, has a population of 500, while Winnebago has 1300 residents.

In serving its clientele, NICC has had substantial impact by making a variety of cultural, educational, and social resources available in isolated and economically under development areas. At the invitation of the tribes, NICC faculty and staff have participated in planning an operation of programs in housing, law enforcement, business and economic development, agriculture and the arts. The college libraries at each campus are becoming repositories for archival materials important to the history and culture of each tribe and the nation. These short-term impacts have yielded benefits in human and economic development, improved management skills and changed attitudes about post-secondary educational.

Thus far it can be assumed that the impact is influencing the entire three cultures, surrounding cultures, and nation but how and how much is uncertain. The long-range effects in Indian education will take additional support and comprehensive assessment measures to determine the impact.

The College was successful in its first year of independence 1980-81, to gain candidacy status towards ful accreditation on June 30, 1981 from North Central Association of Colleges and Schools. Of the approximately 5000 Indians residing on the three reservations, nearly 50 percent or 2500 have received education courses from NICC. Three NICC graduates have served as tribal chairman, a fourth chairman is a former NICC student. At least eighteen directors of tribal programs have been or are currently NICC students. Of the thus far 101 graduates, 88 are now employed or attending a four year college.

Objectives

1. To train five (5) unemployed Omaha and five (5) Winnebago Indians in photo offset printing to a level of skill which will enable them to complete in the labor market.
2. To provide an Associate of Applied Science Degree to those students who complete the two-year curriculum for the graphic arts program.
3. To provide the graphic arts trainees with the opportunity to seek printing orders form tribal organization, business, and individuals, as a means to practice printing skills and techniques.
4. To train students to recognize and maintain high standards of quality control in printing.
5. To familiarize the students with basic contracts in employer-employee relations. (Promotes high stnadards of personal and occupational responsibility, business ethics, etc.)
6. To place all graduates with unsubsidized employment up on completion of their training.

GRAPHIC ARTS (GRA)
Degree Program

Associate of Applied Science

Freshman Year

Fall Semester 1981

Course No.		Credits
GRA 105	Copy Art Production	3
GRA 110	Basic Reproduction Photography	3
SSC 141	Typewriting I	3
ART	Art Elective	3
BUS 105	Fundmentals of Mathematics	3
ENG 101	English	3
		18

Spring Semester 1982

Course No.		Credits
GRA 115	Computerized Photo-typesetting	3
GRA 120	Stripping and Platemaking	2
GRA 125	Press Operation	3
HST 205	American History	3
GRA 125L	Press Operation Lab	2
Electives		2 - 6
		13 -19

Sophmore Year

Fall Semester 1982

Course No.		
GRA 210	Halftone Photography	3
GRA 215	Bindery Operation	2
GRA 225	Advanced Press	3
SOC 210	Introduction Sociology	3
PSY 100	Human Relations	3
HPR	Basic Sports Series	1
		15

Spring Semester 1983

Course No.		
GRA 220	Color Separation	3
GRA 230	Applied Printing Technology	2
ENG 105	Career Composition	3
GRA 130	Cooperative Education	3
ECO 213	Economics	3
BUS 103	Personal Finance	3
		18

GRAPHIC ARTS TRAINING PROGRAM

Record of Average Attendance
September 1982 - March 1983

Trainee	period ending													Total Average Percent
** Jerome LaPointe	100	87	97	87	97	98	100	75	98	100	100	100	100	96
** Arnold Brown	100	87	95	87	97	97	97	70	83	88	82	70	83	87
** Lisa Whitewing	100	100	80	90	100	100	100	96	98	82	88	90	73	92
Desiree Kitcheyan	100	96	98	100	100	100	98	87	96	98	100	82	98	96
Vincent Kitcheyan	100	96	100	93	98	98	100	97	96	100	100	85	92	96
Barkley Payer	100	97	100	97	100	98	100	100	75	100	98	100	100	97
Darrel Grant	95	80	65	Terminated										
Randall Harden	100	74	66	100	58	70	55	Terminated						
Toyvie Blackdeer	100	95	97	100	98	98	100	100	82	100	92	87	88	95
Shawn Free	90	89	100	73	100	92	100	89	100	100	93	75	62	89
Janine Cable	73	73	100	97	100	73	73	93	73	98	73	7	20	73
Dennis DeCora	98	98	100	100	98	100	98	100	98	100	100	87	100	98
Pete WhiteEyes	61	61	98	61	17	51	83	37	61	70	82	72	47	61
Rick Huffman								Enrolled.		98	100	83	60	85
								TOTAL STUDENT AVERAGE						89%

** Graduates this Spring

RESOLUTION OF THE GOVERNING BODY OF THE CONFEDERATED SALISH AND KOOTENAI TRIBES OF THE FLATHEAD INDIAN RESERVATION

NO. 1251

RESOLUTION SUPPORTING A 2% SET ASIDE OF VOCATIONAL EDUCATION FUNDS FOR INDIAN TRIBES AND INDIAN ORGANIZATIONS.

WHEREAS, the Confederated Salish and Kootenai Tribe has been organized to represent, develop, protect, and advance the views, interests, resources, and education of its members; and

WHEREAS, there is a demonstrated need for vocational educational programs in areas that support tribal resource development; and

WHEREAS, the past six years of the present 1% set aside program has resulted in appropriated monies going directly to the tribes and Indian organizations; and

WHEREAS, the vocational monies have allowed the tribes to develop and implement vocational training programs that have resulted in direct employment on the reservation; and

WHEREAS, Salish Kootenai College has administered a 1% set aside vocational grant that has provided training in building trades, tribal business management, secretarial, paraprofessional counseling, forest technology, and computer training and these programs have resulted in 185 job placements since 1980, and 185 employed people upgrading their skills.

NOW, THEREFORE BE IT RESOLVED: that the Confederated Salish and Kootenai Tribes urge Congress and the Administration to support a 2% set aside of vocational education appropriations for Indian Tribes and Indian Organizations.

CERTIFICATION

The foregoing resolution was adopted by the Tribal Council of the Confederated Salish and Kootenai Tribes on the 22nd day of February, 1983, with a vote of 8 for, 0 opposed, 0 not voting, pursuant to authority vested in it by Article VI, Section I, (a), (t) and (u) of the Tribe's Constitution and Bylaws; said Constitution adopted and approved under Section 16 of the Act of June 18, 1936 (48 Stat. 984), as amended.

Thomas E. Pablo
Chairman, Tribal Council

ATTEST:

Fred Houle Jr.
Tribal Secretary

CONGRESSIONAL TESTIMONY
REGARDING THE REAUTHORIZATION
OF THE
VOCATIONAL EDUCATION AMENDMENTS

presented to

THE HONORABLE ROBERT T. STAFFORD, CHAIRMAN
SUB-COMMITTEE ON
EDUCATIONAL ARTS AND HUMANITIES

presented by

CLARENA M. WERK, PROJECT COORDINATOR
FORT BELKNAP VOCATIONAL EDUCATION PROJECT

FORT BELKNAP COMMUNITY COUNCIL
P.O. BOX 29
HARLEM, MT 59526

CHAIRMAN STAFFORD AND OTHER DISTINGUISHED MEMBERS OF THIS SUBCOMMITTEE:

My name is Clarena M. Werk and I am an enrolled member of the Gros Ventre Tribe. I currently serve as the Coordinator of the Fort Belknap Vocational Education Project, located on the Fort Belknap Indian Reservation, Harlem, Montana. The Fort Belknap Reservation is the fourth largest Indian Reservation in the state of Montana, covering an area of 657,147 acres. The Fort Belknap Reservation is one of the most isolated reservations in the United States and was created by treaty on October 17, 1885. Fort Belknap is the home of the Gros Ventre and Assiniboine Tribes. In addition, a number of "landless" Chippewa and Cree Indians from the Pembina and Little Shell Bands reside on the reservation.

The following testimony I am submitting is on behalf of the Fort Belknap Community Council and the other thirty-four projects that have been funded under P.L. 94-487, Amendment P.L. 95-40, Contract Program for Indian Tribes and Tribal Organizations. The program is more commonly referred to as the 1% set-aside program for Indian Tribes and Tribal Organizations. We have been fortunate at Fort Belknap in that we have been able to participate in the 1% set-aside program since the inception of the program in 1978.

When appropriations were first made available for the Contract Programs for Indian Tribes and Tribal Organizations, the Congress passed H.R. 3437, P.L. 95-40, requiring the Bureau of Indian Affairs to match the amount made available through the U.S. Office of Education. This match was supposedly based on the needs of tribes and tribal organizations across the nation. But for various reasons, none specifically given, the Bureau of Indian Affairs has been able to get statutory waivers from the requirements through the FY 79 Appropriations Act

(P.L. 95-165), as well as subsequent fiscal years.

Funding history under P.L. 94-482, for the 1% set-aside is as follows:

YEAR	AUTHORIZATION	APPROPRIATION	PROJECTS
1978	$ 8,360,000	$5,437,682	20
1979	9,789,000	5,437,777	30
1980	11,800,000	5,922,888	32
1981	12,659,114	6,929,755	34
1982	14,179,114	6,186,230	26
1983		5,936,734	22

If the Bureau of Indian Affairs had matched the 1% set-aside program, this would have resulted in an increase of 35 million dollars for Indian tribes and tribal organizations. Instead we experienced a loss of 35 million dollars because of the Bureau of Indian Affairs lack of commitment to Indian Tribes. In comparison to the number of projects funded, and the number of tribes and tribal organizations needing vocational education services, you can clearly see that there are many tribes and tribal organizations whose needs are not being met.

Although Fort Belknap is only one project out of 22 funded during fiscal year 1983, I believe we have made major accomplishments here at Fort Belknap. Our project was first funded in September 1978, and the following achievements were made to date:

1) Completion of a vocational student needs assessment.
2) Completion of a five year comprehensive vocational education plan.
3) High school drop-out identification and placement of 275 students.
4) Career Counseling and Placement for 789 students (K-12,

GED, adults, trainees).

5) Provided training & job placement for 22 secretarial trainees.

6) Vocational Agricultural training for 10 trainees with five graduates.

7) Vocational Welding training for 16 trainees and 16 graduates.

8) Vocational Business classes for 10 full-time students, 60 part-time, and 5 graduates with an Associate of Arts in Vocational Business Administration.

9) Microcomputer Technology with 10 students currently enrolled.

10) Business Administration with 10 students currently enrolled.

11) Workshops in the area of life coping, agricultural, management, clerical & bookkeeping, and vocational with a total of 59 held and a total attendance of 1618.

12) Completion of a career educational library.

Fort Belknap was also chosen as a pilot site for the National Center for Research in Vocational Education, "Extending the Benefits of Vocational Education to Indian Populations." We have served as an exemplary project for other Vocational Education Projects funded under the 1% Set-Aside programs. I have been to numerous meetings and conferences where Tribes have shown the accomplishments they have made under this outstanding program.

For reauthorization of the Vocational Education Program, I would like to recommend the following:

1) That there be a specific set-aside for tribes, preferably a minimum of 2% for Tribes and Tribal Organizations.

2) Vocational Education funding not be block-granted to states as Indian Tribes and organizations will not be considered. This conclusion is based upon past experience with state departments of education.

Fort Belknap, like many other tribes, has made substantial progress through the funding of the 1% set aside. We are finally at a point where community members know more about vocational education. In an area of high unemployment, we have helped reduce that high rate through the training programs we offer and through the job placement of students. A tremendous amount of work has been done in building up a successful project, such as ours. We want to look forward to more successful years in vocational education. With your support and help, we will be able to do this.

Thank you for giving me this opportunity to submit this written testimony to the members of this distinguished committee.

3/14/83

Clarena M. Werk date
Coodinator,
Vocational Education Project

TESTIMONY SUBMITTED TO

The Subcommittee on Education, Arts
and Humanities

Committee on Labor and Human Resources

UNITED STATES SENATE

Room 309D Senate Courts
Washington, DC 20510

on

March 3, 1983

by

Project DISCOVER
United Tribes Educational Technical Center
3315 South Airport Road
Bismarck, North Dakota 58853

Mr. Chairman, thank you for the opportunity to submit this testimony for the regard regarding the reauthorization of the Vocational Education Act. We will address our testimony to the "One Percent Set-Aside for Indian Vocational Education." Specifically, this is Title I, Part A, Section 103(a)(B)(iii) of the Vocational Education Act of 1963, as amended by P.L.94-482.

INTRODUCTION

Project DISCOVER is the cooperative plan for five Indian owned and operated institutions aimed at the expansion and improvement of vocational education programs for Indian people and at the economic development of the five North Dakota Indian reservations.

A "Design for Indian Students through Cooperative Opportunities in Vocational Education and Research" (DISCOVER), the project was originally funded in 1978 with four schools participating. The initial project was funded by the Department of Education under the Programs for Indian Tribes and Organizations provision of the Vocational Education Act of 1963, as amended by P.L. 94-482.

A second three year grant was obtained with five schools participating in 1981. The five schools currently members of the project are: United Tribes Educational Technical Center (UTETC), at Bismarck, North Dakota; Fort Berthold Community College (FBCC), at New Town, North Dakota; Turtle Mountain Community College (TMCC), at Belcourt, North Dakota; Little Hoop Community College (LHCC), at Fort Totten, North Dakota; and Standing Rock Community College (SRCC), at Fort Yates, North Dakota.

The major goal of the project is to provide vocational education to American Indian students. Additionally, the project was designed to research vocational areas that would be relevant to tribal economic development on the participating reservations. Each vocation is implemented with a curriculum appropriate to American Indian students. Also of major consideration in planning and implementing vocations is the potential job market for graduates.

During the first three year grant, extensive needs assessments were conducted at each site. Based on the data compiled, programs were implemented to meet specific needs. During the subsequent years, the programs have been continually evaluated and reviewed to ensure that the vocations continue to meet the original criteria. As part of this, DISCOVER has continually assessed factors influencing the success of the programs such as the job market, placement success, changing trends and student interest. During its five year history, DISCOVER has continually assessed factors influencing the success of the programs such as job market, placement success, changing trends and student interest. Throughout these five years, DISCOVER has remained flexible and everchanging while continuing to meet its primary objective of providing vocational training and ultimately employment to Indian people.

PROJECT DISCOVER SCHOOLS

United Tribes Educational Technical Center - UTETC

Located at Bismarck, North Dakota, UTETC is a residential post-secondary educational institution. The school is owned and operated by the five tribes of North Dakota and has been in continuous operation since 1969. UTETC is governed by a Board of Directors comprised of two members from each tribal council. UTETC serves as the prime grantee for the DISCOVER project and has the overall fiscal and management responsiblities for the project.

The student population of UTETC is drawn from reservations throughout the United States. A majority of UTETC's students have never spent more than a year away from the reservation. Many students have histories of chronic unemployment and are handicapped by educational deficiencies which are well below the national average. Less than one-third have completed high school and manifest great difficulty in coping with non-Indian society.

Organized as the first tribally controlled residential vocational school in the nation, UTETC presently operates under the auspices of P.L. 93-638, the Indian Self-Determination and Education Assistance Act. UTETC is committed to the economic, social and cultural advancement of Indian people. UTETC strives to maintain a residential learning environment where all students are socially and culturally comfortable. The training program at UTETC provides not only vocational and job related skills, but also the various individual and social skills the student will need to responsibly function in society.

The school was granted full accreditation at the certificate granting level at the fall meeting of the North Central Association of Colleges and Schools.

DISCOVER currently funds four of the twelve vocational programs offered at UTETC. These are: Electrical, Plumbing, Licensed Practical Nursing and Printing.

Fort Berthold Community College - FBCC

FBCC is located at New Town, North Dakota. The school was established in 1973 to serve the needs of the people of the Three Affiliated Tribes of the Fort Berthold Agency. Currently, the school offers classes in Licensed Practical Nursing, Secretarial/Business, Farm and Ranch, and Light Construction.

FBCC is currently seeking accreditation from the North Central Association of Colleges and Schools. In addition to the vocations funded by Project DISCOVER, FBCC offers a number of academic programs leading to an associate's degree.

Fort Berthold Reservation is the home of the Mandan, Hidatsa and Arikara tribes. Approximately 3,000 people live on the reservation. An additional 3,000 tribal members live off the reservation. The current unemployment rate on the Fort Berthold Reservation is 43%.

Turtle Mountain Community College - TMCC

Turtle Mountain Community College is located at Belcourt, North Dakota. The school was established in 1972 to serve the needs of the people of the Turtle Mountain Band of Chippewas. Currently, the school offers classes in Child Development, Building Trades, Welding, Business/Secretarial and Resident Care Technician.

TMCC is currently a candidate for accreditation through the North Central Association of Colleges and Schools. Full accreditation for the school is expected in 1984.

In addition to the vocational programs, TMCC offers a number of academic courses. In the last academic year, the school served 284 students in the academic and vocational areas.

The current population on and near the Turtle Mountain reservation is 9,583. The unemployment rate is now 64%.

Little Hoop Community College - LHCC

LHCC is located at Fort Totten, North Dakota. The school was established in 1974 to serve the needs of the people of the Devils Lake Sioux Tribe. Currently, the school offers classes in Building Trades, Secretarial/Clerical, Mid-Management, Farm and Ranch, and Career Planning.

The school has just recently begun the accreditation process. In addition to the vocational programs, LHCC offers a number of academic programs.

The reservation population is approximately 3,000 people and the current unemployment rate on this reservation is 56%.

Standing Rock Community College - SRCC

SRCC is located at Fort Yates, North Dakota. The school was established in 1973 to serve the needs of the people of the Standing Rock Sioux Tribe. Currently, the school offers vocational programs in Criminal Justice, Small Business and Human Services.

SRCC is a candidate for accreditation with North Central Association of Colleges and Schools. The school expects to receive final accrediation during 1984.

In addition to the vocational programs, SRCC offers a number of academic programs. During the current school term, SRCC is serving 200 FTEs.

The population of the Standing Rock Tribe is 7,200 people. The unemployment figure is 80% now.

BACKGROUND INFORMATION

In the five years of DISCOVER, the five tribally controlled institutions have had a great amount of flexibility to deal with their educational needs and concerns. Project DISCOVER provides a forum for discussing programs (current and proposed), reservation economic development and problems in vocational education. The project also supports a cost effective teacher training program and avoids duplication of efforts.

During the five years, Project DISCOVER has provided and currently is providing vocational education to Indian people in areas important to the economic development of their reservation. By so doing, Project DISCOVER plays an active role in furthering the concept of self-determination and self-sufficiency of the tribes. The project has served as an exemplary model of vocational education.

In the first three years (September, 1978 to August, 1981), students received training in 19 vocations at UTETC, Fort Berthold Community College, Turtle Mountain Community College and Little Hoop Community College. At the beginning of the fourth year, Standing Rock Community College joined the consortium and offers vocational programs in three areas.

In the first four years of DISCOVER, 881 full time students were enrolled. During the same period, 702 students were enrolled part-time. By the end of four years, 226 students had graduated from complete vocational programs. In addition, 542 students had completed one or more courses. Thoughout the four years, 357 students obtained job placements in the field of their training.

Because of the availability of vocational education and training at the five schools, people who were previously unable to receive training due to socio-economic circumstances are now able to develop a marketable skill. These new skills have enabled these people to obtain jobs, thereby contributing to the self-sufficiency and economies of their families and the reservation where they reside. They have also realized the value of education and technical training for their children. Because of this, the family has an improved oppportunity to be a contributing member of society and remain self supporting.

The 22 programs available through Project DISCOVER include building trades, secretarial, printing, welding, criminal justice, human services small business managment, nursing, child care, farm and ranch, and mid- management. The management programs are training people to fill positions in tribal business and industry as well as teaching individuals the skills needed to operate a small business enterprise.

Throughout the four years, Project DISCOVER has sought to provide quality vocational education. The project has worked closely with the North Dakota State Board for Vocational Education to ensure that the programs will meet the state standards. Project DISCOVER has also developed or modified existing curriculum to meet the needs of Indian people.

In summary, the One Percent Set-Aside program in North Dakota has certainly had a positive impact on the Indian population. The member schools have clearly demonstrated that the Indian Community Colleges can successfully administer and provide appropriate and effective vocational education programs to their people. Additionally, the schools have by their consortium demonstrated that independant schools can effectively work in a cooperative arrangement to meet the needs of their clientele.

STATEMENT OF PROBLEM

Traditionally, vocational education opportunities for people on the reservation have been limited. Indian people often had to travel great distances from their communities to obtain training. This coupled with the cost factor has meant that only an insignificant number of Indians could afford to receive training. The One Percent program, therefore, represents the first attempt to bring vocational education to the Indian people rather than bringing Indians to vocational education.

The incidence of poverty in Indian communities has been extremely high when compared to the national poverty guidelines. Unemployment in the North Dakota Indian communities is as high as 80% while the national average hovers around ten to twelve percent. Illiteracy levels are also high with an estimated half of Indian adults below the basic literacy level.

Traditionally, the state vocational education monies have been concentrated in the non-Indian schools. In the case of North Dakota, the amount of money available to fund programs at the reservation colleges has been severely limited. Receipt of state money has been largely dependant upon inclusion in the five year state plan. Few states are currently including the Indian reservations in their state plan. This has in effect prohibited the reservations from obtaining state vocational education funds.

This lack of opportunity has meant that a small minority of Indian people have been able to obtain specialized skills. As a direct result of this, when work projects located on or near the reservation, Indians could not qualify for the jobs. Generally, the technical labor has been imported to the reservation community.

The first significant attempt to correct the situation has been with the passage of the Indian Set-Aside. Because of the discretionary nature of the One Percent program, vocational education activities have been planned with consideration for the individual Tribe's own economic needs and reservation economic development. In the first year, extensive needs assessments were completed on the occupational needs of the reservation. Programs were then developed to provide training that would enable Indians to fill skilled jobs.

Given the current economic climates on the reservation, little, if any, of the DISCOVER program can be picked up by the tribes. This will mean that what is now a positive effort by the tribes to better the future of their people, will almost certainly die. Once again, the options open to Indians will be limited. The number of Indians able to attend non-Indian schools may be even more limited now than in the past as the programs that have funded this training have also taken funding cuts in the last few years. It will be more expensive to send Indians to schools away from home than to educate them in the Indian schools.

The depressed economies and lack of jobs in Indian communities will certainly prevent a community effort to support vocational eduation. Most reservations do not have a local tax base, so yet another traditional avenue of funding for vocational education is closed to the Indian communities. Therefore, it would seem that the only remaining option for funding the Indian vocational programs in the absence of a national Indian Set-Aside would be the State vocational monies. In our case, this seems to be financially impossible for the state. The state board has indicated that it is unlikely that North Dakota could pick up a program of the magnitude of Project DISCOVER.

Participation by the Department of Interior's Bureau of Indian Affairs in funding a tribally administered vocational education program is also unlikely. The actions of the BIA in consistently seeking a waiver of the matching of the Department of Education money have conveyed a message of non-commitment and nonsupport for Indian vocational education. To the present time, there has been no concrete evidence that the BIA is interested in funding even a portion of the tribal vocational education programs.

Consequently, we are convinced that the future of Indian vocational education is directly linked to the existence of a national set-aside for Indian vocational education. We believe that the Indian programs have demonstrated success in dealing with the vocational education needs of the Indian people; but what has been accomplished to date is only a beginning. The vocational education programs definitely can and will make a difference in the ability of Indian people to secure employment and contribute to their reservation economy. We believe that this program must be safeguarded and that there must be a national set-aside.

RECOMMENDATIONS

1. Because of the noted successes of the Indian Set-Aside programs over the last five years, we recommend to the Federal government that a SetAside for Indian Tribes be included in the reauthorization of the Vocational Education act at a level of not less than 2%, particularly if the Bureau of Indian Affairs (BIA) continues to avoid its obligation to provide the matching funds for the Set-Aside.
2. Unless the Department of Interior's Bureau of Indian Affairs can demonstrate commitment and accountability in administering the Set-Aside program and can clearly illustrate what policy it has planned, we recommend that the Department of Education continue as the administrative agency.
3. We strongly recommend that the integrity and identity of the Indian Set-Aside be maintained upon reauthorization, and that such funds be made directly available from the Federal government to Tribes and Tribally approved organizations in accord with the existing rules of P.L. 93-638, the Indian Self-Determination and Education Assistance Act.

Resolution
of
The Alamo Navajo Chapter
supporting
the continuation of the 1% set aside for Indian tribes
is the
Vocational Education Program
of the
Department of Education

WHEREAS: The Alamo Navajo people through its elected members on the Alamo Navajo School Board, Inc., have received a Vocational Education grant from Department of Education.

The activities of this grant have trained the Alamo people in land related skills of surveying and heavy equipment operations.

The graduate of the program and the surplus equipment repaired through the program are the principal assets on the Alamo Reservation for future business activities.

Mr. David Gipp will be presenting oral testimony to the Senate subcomittee on Education, arts and humanities.

Now therefore be it resolved:

The Alamo Navajo Chapter supports the legislative for the continuation of the 1% set aside for Indian Tribes.

And be it further resolved:

That the Alamo Chapter support the testimony of Mr. Gipp and expresses its gratitude for his assistance in this important matter.

CERTIFICATION

WE HEREBY CERTIFY THAT THE FOREGOING RESOLUTION was duly considered by the Alamo Navajo Chapter at a duly called meeting at Alamo Navajo Indian Reservation (New Mexico) at which a quorum was present and that same was passed by a vote of 50 in favor, 0 opposed, this 9 day of February, 1983.

Frank Guerro
Alamo Chapter Councilman

Alamo Chapter President

Walter Apachito
Alamo Chapter Vice-President

Alamo Chapter Secretary

Senator **STAFFORD**. Thank you very much indeed, and the committee will stand adjourned subject to the call of the Chair.

[Whereupon, at 12:03 p.m., the subcommittee was adjourned.]

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